

Calendar No. 7.

60TH CONGRESS, }
1st Session. }

SENATE.

} REPORT
No. 8.

BUILDINGS FOR DEPARTMENTS OF STATE, JUSTICE, AND COMMERCE AND LABOR.

DECEMBER 21, 1907.—Ordered to be printed.

Mr. SCOTT, from the Committee on Public Buildings and Grounds, submitted the following

REPORT.

[To accompany S. 152.]

The Committee on Public Buildings and Grounds, to whom was referred the bill (S. 152) to provide a site and buildings for the Departments of State, Justice, and Commerce and Labor, having considered the same, report back the bill without amendment with the recommendation that the bill do pass.

Your committee herewith appends the following report upon this bill:

In the location of a site your committee have arrived at the conclusion that buildings in the District of Columbia for the Departments of the Government should occupy a full square, be set well back from the surrounding streets, classical in design, preferably three, and at most not exceeding four, stories in height, including the basement.

We believe it is wise to consolidate in one building two or more Departments rather than to erect a building for each Department, for the reason that as time goes on these Departments with the ever-growing demands will necessarily increase in size, and when this increase reaches a point making it necessary to provide more space it will be far easier and more economical to move one Department to a new building and to allow the remaining Department or Departments to expand than to alter and add to the smaller buildings. The effect of the city of Washington as a whole will be much more imposing if it is filled eventually with structures of great importance in size and scale than with a mass of smaller buildings.

There is pressing need, in our opinion, for the erection of one or two buildings to house the Departments of Justice, Commerce and Labor, and State. The first two mentioned are now occupying twelve rented buildings in different sections of Washington, and the Department of State is greatly overcrowded in its present quarters, having now actually less available space than was intended when the south wing of the State, War, and Navy building, which it occupies in part, was com-

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pleted in 1875. The removal of the State Department will also relieve the congestion in the War and Navy Departments by allowing them to expand to the extent of the space vacated. The Secretary of State and the Attorney-General have both urged upon the committee as a consideration of the greatest importance that their Departments should be located as near as practicable to the Executive Offices.

Your committee therefore recommend as a proper and adequate site for the Departments of State, Justice, and Commerce and Labor the purchase of squares numbered 226, 227, 228, 229, and 230, bounded by Pennsylvania avenue, Fourteenth street, B street, and Fifteenth street NW., and the assignment to the purposes of this site of the portions of C street, Ohio avenue, D street, and E street lying between the squares mentioned.

The following papers are presented herewith:

Appendix A.—Printed statement of the Secretary of State and the Attorney-General.

Appendix B.—Two letters of the Department of State, dated March 31 and April 6, 1906, giving estimates of space required by that Department.

Appendix C.—Letters addressed in 1902 to Senator Fairbanks, chairman of the Committee on Public Buildings and Grounds, by the Acting Secretary of State and the Attorney-General.

Appendix D.—Letter of the Secretary of Commerce and Labor, dated March 18, 1906, addressed to Senator Scott, chairman of the Committee on Public Buildings and Grounds, regarding a new building for the Department of Commerce and Labor.

Appendix E.—Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906.

Appendix F.—Table showing the cost of some of the principal Government buildings, with their sites, outside of Washington. Table showing the cost of the principal Government buildings, with their sites, in the city of Washington. Table showing the limit of cost fixed by Congress for Government buildings in Washington now under construction, with the cost of their sites.

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APPENDIX A.

BUILDING FOR THE DEPARTMENT OF JUSTICE.

COMMITTEE ON PUBLIC BUILDINGS AND GROUNDS,
UNITED STATES SENATE,
Washington, D. C., March 20, 1906.

SUBCOMMITTEE ON BUILDING FOR THE DEPARTMENT OF JUSTICE.

The subcommittee met at 4 o'clock p. m.

Present: Senators Wetmore (chairman) and Dryden.

Senator WETMORE. The clerk will read some letters in reference to the subject under consideration.

The following letters were read:

UNITED STATES SENATE,
COMMITTEE ON PUBLIC BUILDINGS AND GROUNDS,
March 6, 1906.

Hon. GEORGE P. WETMORE,
United States Senate.

MY DEAR SENATOR: I herewith hand you the papers in connection with the building for the Department of Justice. I have appointed you chairman of a subcommittee, with Senators Dryden and Clay, to look into the location of a site, and to report at the very first meeting. We have a bill covering the suggestions contained in the letter I inclose, and with a recommendation to carry this appropriation either in a separate bill or as an amendment to the appropriation bill.

I will, of course, be glad at any time to confer with the subcommittee. Hoping that you will take this up at once and give it your best thought.

Yours, very truly,

N. B. SCOTT.

OFFICE OF THE ATTORNEY-GENERAL,
Washington, D. C., March 6, 1906.

MY DEAR SENATOR: I have been acquiring information with reference to the construction of a building for the Department of Justice, which may be of use to your committee. One of the architectural draftsmen attached to the office of the Supervising Architect of the Treasury has made a careful investigation of the amount of floor space which would be required to meet present needs. He concludes that a building occupying approximately 30,000 square feet of ground area and four stories in height would be necessary to meet present conditions. I think he has made a liberal estimate for the natural and inevitable growth of the Department. It is, however, to be noted that he has taken into account the requirements of the Spanish Treaty Claims Commission, the Indian Depredations Bureau, and the Codifying Commission. The floor space estimated for these three purposes is, respectively, 5,800 square feet, 3,200 square feet, and 2,200 square feet. The total floor space estimated for is 66,850 square feet. The three divisions of the Department just mentioned are temporary.

The Codifying Commission will, I hope, cease to exist within a year and the Indian Depredations Bureau within two years, but the Spanish Treaty Claims Commission will be of indefinite duration. It is likely, however, that there will always be a succession of temporary undertakings of this kind, so that practically, even for present conditions, we must count upon the use of a good deal of space. As the tendency of this Department is to expand, it seems to me that any bill should contain some provisions for future growth. The Architect of the Treasury estimates that a building suitable for present needs would cost approximately \$1,350,000.

The next question to be considered is the location of the building. The Government now owns the vacant lot upon which the old Department of Justice once stood, at the corner of Pennsylvania avenue and Madison place. This is

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the lot between the Lafayette Theater and Pennsylvania avenue. That lot contains 23,101.054 square feet. Obviously this lot is not large enough for the purpose, even if every foot of it were occupied by a building. It seems to me that there should be about all our public buildings of important character some land, at least sufficient for adequate light and air.

If the size of this lot were increased by taking the small building to the eastward, now occupied by the Arlington Fire Insurance Company, and the lot to the northward, occupied by the Lafayette Theater, it probably would be adequate for our purpose, although there would be little land left unoccupied by the building. The other places suggested are locations on Lafayette square—which, I think, would be preferred by the commission of architects who have assigned a plan for the development of the capital—the south side of Pennsylvania avenue, and the Mall, along which the building for the Agriculture Department is now being constructed. If the last-mentioned location should be selected, there would be ample land without the cost to the Government.

The size of the building proposed does not include accommodations for the Court of Claims, which is now in the old Corcoran Art Gallery, owned by the Government.

It would be impossible to prepare a bill until it is determined upon which one of these locations the building should be constructed. If the committee would indicate to me informally what general course seemed to it desirable, I should be very glad to prepare a bill and submit it to you for your consideration.

I beg to say, in conclusion, that the urgent need of some accommodations for this Department can not be overstated. No other Department of the Government is so badly housed as this Department, and we are doing our work under the greatest difficulties.

Sincerely, yours,

WILLIAM H. MOODY.

Hon. N. B. Scott,

*Chairman Committee on Public Buildings and Grounds,
United States Senate.*

[Memorandum of office accommodations required.]

DEPARTMENT OF JUSTICE,
February, 1906.

Attorney-General.—One private office room (large), 1 private anteroom, 1 room for private secretary, 1 private room for private secretary, 1 large reception room, 1 messengers' room for packing, etc., 1 isolated private room (den) for Attorney-General. Estimated floor space, 3,700 square feet.

Solicitor-General (Mr. Hoyt).—One private office, 1 private secretary's office, 1 waiting or reception room, 2 rooms for attorneys, 1 room for stenographers. Estimated floor space, 2,600 square feet.

Assistant to Attorney-General (Mr. Purdy).—One private office (to include library), 3 office rooms. Estimated floor space, 1,800 square feet.

Assistant Attorney-General (Mr. Van Orsdel).—Three rooms for Assistant Attorney-General, 15 rooms for attorneys and clerks, 2 rooms for docket clerks, 1 room for files of court cases (large room), 1 room for files of correspondence, press copy, etc., 1 room for messenger. Estimated floor space, 7,800 square feet.

Assistant Attorney-General (Mr. Russell).—One private office, 3 office rooms. Estimated floor space, 1,500 square feet.

Assistant Attorney-General (Mr. McReynolds).—One private office, 3 office rooms. Estimated floor space, 1,500 square feet.

Assistant Attorney-General (Mr. Robb).—One private room, 3 office rooms. Estimated floor space, 1,500 square feet.

Assistant Attorney-General (Judge Thompson).—Occupies 9 ordinary-sized rooms in Bond Building. Present space satisfactory. Estimated floor space, 3,200 square feet.

Assistant Attorney-General (Mr. Fuller).—One private room, 1 stenographer's room, 5 rooms for attorneys, 1 room for records and files and custodian in charge, 1 large room for stenographers (4), 2 rooms for financial clerk and supplies, 1 room for library. Estimated floor space, 4,200 square feet.

Special Assistant Attorney-General (Mr. Burch).—Two rooms, about 17 by 20 each. Estimated floor space, 700 square feet.

General agent (General Clay).—One private room, about 17 by 35 (including library space) ; 1 clerks' room, ordinary, 3 or 4 people ; 1 examiner's room, about 4 people and filing space. Estimated floor space, 1,500 square feet.

Chief clerk.—One chief clerk's private room, 2 rooms for clerks, 1 large room for stationery and supplies (now use two ordinary rooms), 1 room for letter-press copying, 1 mail room (ordinary size), 1 telegraph room (ordinary size), 1 requisition clerk (ordinary size), 1 files room (private), 1 room for 6 clerks, 1 telephone operators' room. Estimated floor space, 4,500 square feet.

Filing space (now in basement), 15½ by 52 feet ; 1 storage room, carpets and furniture, say, 16 by 25 feet ; carpenter's shop, cabinet shop. Estimated floor space, 2,500 square feet.

Appointment clerk.—One private room, ordinary size ; 1 clerks' room, ordinary size ; 1 files room (now using space equal to 2 rooms about 18 by 20 feet each). Estimated floor space, 1,500 square feet.

Pardon attorney.—One private room, ordinary size ; 1 clerks' room, ordinary size ; 1 files room, requirements same as appointment clerk. Estimated floor space, 1,500 square feet.

Disbursing clerk.—One private room, 2 large office rooms, vault space (all for 8 people). Estimated floor space, 1,500 square feet.

Examiner of titles (Mr. Bentley).—One large room, or 2 smaller. Estimated floor space, 700 square feet.

Assistant attorney in charge of dockets (Mr. Sheibley).—One private room, 1 clerks' room, 1 files room, about same as appointment clerk. Estimated floor space, 1,500 square feet.

Assistant attorney (Colonel Howard).—One room. Estimated floor space, 400 square feet.

Assistant attorney (Mr. Pagin).—One room. Estimated floor space, 400 square feet.

Special attorney (Mr. Hutchins).—One room, about. Estimated floor space, 400 square feet.

Special attorney (Mr. Carlton).—One room, about. Estimated floor space, 400 square feet.

Assistant attorney (Mr. Trainer).—Two rooms. Estimated floor space, 750 square feet.

Law clerk (Mr. Cauldwell).—Two rooms. Estimated floor space, 750 square feet.

DIVISION OF ACCOUNTS.

Office force.—This division now occupies the entire fourth floor of the Baltic Building, and one room on third floor, aggregating 3,293 square feet of floor space. This is office space only, and does not include halls, stairs, passageways, toilets, etc.

Chief of division states he does not need at present any more floor space than he now occupies, but prefers more compact quarters—say one large room and two smaller (employs 25 men and 3 ladies). Estimated floor space, 3,400 square feet.

Supplies for United States courts.—One office room, 1 packing and shipping room, 1 large storage room, 1 small storage room. Main supply room in basement now used is 24 by 105 feet, and also two other rooms are used, of average office size. Estimated floor space, 4,350 square feet.

SPANISH TREATY CLAIMS COMMISSION.

Five rooms for Commissioners (5 Commissioners) ; 1 Commissioner's court room, 20 by 30 feet, at least ; 1 room, clerk of Commission ; 1 room, assistant clerks ; 1 large room, Commissioners' stenographers (5) ; 1 deputy marshal's room ; 1 messengers' room ; 1 files room. Estimated floor space, 5,800 square feet.

CODIFYING COMMISSION.

Three rooms for Commissioners (3 Commissioners) ; 1 room for law clerk ; 1 large room for stenographers. Estimated floor space, 2,200 square feet.

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LIBRARY.

There are now 7,375 linear feet of shelving used for books at the Department of Justice library at Seventeenth street and Pennsylvania avenue.

Assistant librarian estimates 15,000 linear feet of shelf space will be required for the accessions of the next thirty years. This estimate does not include the books in one large room at 1435 K street.

One main library room, 2 private reading rooms, 1 conference room.

Estimated floor space :	Square feet.
Main library room-----	2, 800
Two private reading rooms-----	1, 000
Conference room-----	700

ESTIMATED FLOOR SPACE—RECAPITULATION.

	Square feet.
Attorney-General -----	3, 700
Solicitor-General -----	2, 600
Assistant to Attorney-General-----	1, 800
Assistant Attorney-General (Mr. Van Orsdel)-----	7, 800
Assistant Attorney-General (Mr. Russell) -----	1, 500
Assistant Attorney-General (Mr. McReynolds)-----	1, 500
Assistant Attorney-General (Mr. Robb) -----	1, 500
Assistant Attorney-General (Judge Thompson)-----	3, 200
Assistant Attorney-General (Mr. Fuller) -----	4, 200
Special Assistant Attorney-General (Mr. Burch)-----	700
General agent (General Clay)-----	1, 500
Chief clerk-----	4, 500
Chief clerk, filing space, storage, carpenter and cabinet shops-----	2, 500
Appointment clerk-----	1, 500
Pardon attorney-----	1, 500
Disbursing clerk-----	1, 300
Examiner of titles-----	700
Assistant attorney in charge of dockets-----	1, 500
Assistant attorney (Colonel Howard) -----	400
Assistant attorney (Mr. Pagin)-----	400
Assistant attorney (Mr. Trainer)-----	750
Special attorney (Mr. Hutchins)-----	400
Special attorney (Mr. Carlton) -----	400
Law clerk-----	750
Division of accounts-----	3, 400
Division of accounts, supplies for United States courts-----	4, 350
Spanish Treaty Claims Commission-----	5, 800
Codifying Commission-----	2, 200
Library -----	4, 500
Total-----	66, 850

Mr. O. J. Field, chief clerk Department of Justice, and James K. Taylor, Supervising Architect of the Treasury, appeared before the subcommittee.

STATEMENT OF O. J. FIELD, CHIEF CLERK DEPARTMENT OF JUSTICE.

Senator WETMORE. Mr. Field, will you tell us about what you think Mr. Moody's views are in the matter of a building for the Department of Justice?

Mr. FIELD. I do not feel, Senator, that I am authorized to say anything for him. He has never talked with me very much on the subject.

Senator WETMORE. So far as you know them, you might give us his views.

Mr. FIELD. At the time he spoke to me, very briefly, he did not express any definite views. He has been away for several days.

Senator WETMORE. I understand he will be back to-morrow.

Mr. FIELD. He will be home to-morrow night, we expect now.

Senator WETMORE. And then he will find an accumulation of business, will he not?

Mr. FIELD. Yes, sir. I think I could say for him that he would be glad to meet you at any time after he returns. I am sure he would arrange his business so as to meet with you.

Senator WETMORE. Can you give us any information in the meanwhile?

Mr. FIELD. There is really nothing I could say, Senator, in addition to what has been sent you through the mails.

Senator WETMORE. That is the letter that was written to Senator Scott?

Mr. FIELD. The Attorney-General's letter, with the estimates furnished by one of the architects from the Supervising Architect's office, and a statement I sent as to the growth of the Department.

Senator WETMORE. Do you expect the Department will grow as much in the future as it has grown in the last few years?

Mr. FIELD. The general tendency toward the centralization of the judicial functions of the Government seems to indicate material growth.

Senator WETMORE. The growth has been rather intermittent, has it not? At times it has been quite slow?

Mr. FIELD. At times it is that way; yes, sir; according to legislation from time to time and cases that may come up for consideration.

Senator DRYDEN. I suppose the bringing in of all these corporations under the supervision and control of the Government has added to your work?

Mr. FIELD. Yes; that adds some; and, of course, the legal business of the country does grow. As it grows it takes more attorneys to care for it, and those attorneys have to have accommodations and office room. Then, too, there are usually here one or two commissions for which we have to provide quarters. I might mention the Spanish Treaty Claims Commission.

Senator WETMORE. They have their own building now?

Mr. FIELD. We rent a building for them.

Senator WETMORE. That is under you?

Mr. FIELD. Yes, sir. The law establishing that Commission provides that the Department of Justice shall furnish them with their quarters, but, of course, we rented the quarters.

Senator WETMORE. That is the building on H street?

Mr. FIELD. On H street. I mention that because that rent has been increased on us twice, and the last lease expires on the 1st of April. We are unable to negotiate a new lease, and we are now hunting for a new building for them.

Senator DRYDEN. How large a force is there in the Commission?

Mr. FIELD. I have not the figures here to tell you exactly, but there are probably 25 attorneys employed there altogether. Then there is the Codifying Commission. While we presume they will finish their labors soon, I mention that because there is usually something of that kind for which we have to provide quarters in addition to our own regular office force.

Senator WETMORE. Ought or ought not the Court of Claims to be in your building?

Mr. FIELD. I should say not, Senator, though that is my personal view. I am not authorized to make any statement for the Department.

Senator WETMORE. They have their own building now?

Mr. FIELD. The Government has purchased that building and has fitted it up very nicely for them. I can see no particular occasion for anything different for them.

Senator WETMORE. Suppose the Government hereafter should acquire that whole square? The number they employ there is not sufficiently large to justify the erection of a building for them?

Mr. FIELD. I think not; no, sir.

Senator WETMORE. And they ought really to come into your building, perhaps?

Mr. FIELD. There is no reason why that could not be done. They could work in very nicely.

Senator WETMORE. They used to be in the old Department of Justice?

Mr. FIELD. Yes, sir; they occupied the first floor of that building.

Senator WETMORE. I suppose they took up a good part of that building, did they not?

Mr. FIELD. They had one floor.

Senator WETMORE. One out of how many floors?

Mr. FIELD. That was a five-story building.

Senator WETMORE. Now they have spread out and have a great deal more room?

Mr. FIELD. The Court of Claims?

Senator WETMORE. Yes.

Mr. FIELD. Yes, sir.

Senator WETMORE. Are they not occupying about as much room as you had altogether in the old building?

Mr. FIELD. Almost as much, I think. Their court rooms are on the second floor, which has been very handsomely fitted for them. Then they have some conference rooms on the first floor. The rear part of the first floor of that building is used for the Department of Justice library.

Senator WETMORE. How large a library have you?

Mr. FIELD. We have about 35,000 volumes.

Senator WETMORE. Would you put that in a single room?

Mr. FIELD. I think so; yes. I think it would be the plan to have one large room for that properly fitted for library purposes.

Senator WETMORE. Have you not very important files in your Department which, if they were destroyed, would be a great loss to the Government?

Mr. FIELD. Yes, sir; all of the Department files at present are exposed to fire. We have no fireproof vaults.

Senator WETMORE. It would be a great loss to the Government if they were destroyed?

Mr. FIELD. It would be; certainly. All the files from 1789 up, since the foundation of the Government, are there. Of course there are at different times a great many valuable and confidential papers relating to prosecutions and matters of that kind.

Senator WETMORE. I suppose they are put in separate safes, are they not?

Mr. FIELD. At present we have two or three safes in the building, and we put them in there, such as we think should be especially locked up and kept safe; but there are all the appointment files and pardon files and the disbursing clerk's accounts, which represent hundreds of thousands of dollars to him.

Senator WETMORE. Should there be special vaults made for those files?

Mr. FIELD. I do not imagine any special provision need be specified as to vaults. That is, the necessary vault space would work out of itself in any ordinary modern office building, I think.

Senator WETMORE. But should there be fireproof vaults in every building?

Mr. FIELD. There should be. There certainly should be a series of fireproof vaults up through the building, which would give each floor access to vaults at least, and possibly some particular offices should have a sort of vault room attached.

Senator WETMORE. Mr. Taylor [the Supervising Architect of the Treasury], are the buildings now being erected under your supervision as Supervising Architect of the Treasury supposed to be fireproof, as a rule?

Mr. TAYLOR. They are so-called fireproof; yes. They have wood in them.

Senator WETMORE. How nearly fireproof are they?

Mr. TAYLOR. They are the same as a commercial building.

Senator WETMORE. You mean a room might be burned out without involving the destruction of the whole building?

Mr. TAYLOR. Certainly.

Senator WETMORE. Then, if you had a fireproof building for the Department of Justice, fitted with steel file cases, etc., would that be practically safe enough?

Mr. TAYLOR. Practically fireproof; yes. Papers, you know, Senator, will not burn if they are properly massed. A mass of papers put in a bunch by themselves will not burn. They are like a book. They burn off the edges, and then the fire will go out for lack of oxygen; but if they get loose so that the wind can catch them, then they will make a bonfire.

Senator WETMORE. Mr. Field, have you anything to say about the growth of the Department?

Mr. FIELD. I might give you a brief statement from this statement I have here. In the old building on Pennsylvania avenue, which was just an ordinary small office building, the Department occupied four floors. This was seven years ago. When the Department first moved from there they rented the Baltic Building on K street, containing 35,000 square feet of floor space, and also one building on Lafayette square, containing 8,000 square feet of floor space. At the same time our library was placed in the Court of Claims building, occupying 8,000 square feet of floor space more.

Two years later—1901—to relieve the building on Lafayette square, the Department rented nine rooms in the Bond Building, containing about 1,700 square feet of floor space, and the same year we rented the building on Vermont avenue directly east of the Baltic Building, containing about 14,000 square feet of floor space. Then, in the same

year, we rented the building for the Spanish Treaty Claims Commission. So that within two years after the Department moved from its own building, we were obliged to rent two additional buildings and one suite of office rooms in an office building, and the total amount of floor space in these additional buildings and rooms was about one-third of that formerly occupied by the Department in its own building.

Then, two years later again—in 1903—the Department rented the building directly west of its main building on K street, containing about 7,600 feet of floor space, and we are crowded now. We have not an available room or anything in which we can place an additional attorney if such a thing became necessary.

Senator WETMORE. What is the total of floor space you occupy to-day?

Mr. FIELD. The total floor space of our buildings at present, including the library and the Spanish Treaty Claims Commission, is about 90,000 square feet; but that is measuring up the buildings in the aggregate, including the corridors and all such space as that.

Senator WETMORE. What do you estimate for new buildings?

Mr. FIELD. The architect from the Supervising Architect's office, who went through the buildings with me to make estimates for that, estimated that to properly provide for all the offices at present would require 66,850 square feet of floor space. That is the actual floor space, exclusive of corridors, vaults, elevator shafts, closets, storage rooms, and things of that sort.

Senator WETMORE. What allowance do you make for all that—about a third?

Mr. TAYLOR. They allowed more than that, Senator. They allowed up to 120,000—four floors, at 30,000 each.

Senator WETMORE. Is not that a large allowance?

Mr. TAYLOR. It is a large allowance for hall space.

Senator WETMORE. I thought the usual allowance was about one-third.

Mr. TAYLOR. About 30 to 40 per cent. But that is for the average mercantile building. Of course, for a Government Department building a more liberal allowance is made—up to 50 per cent.

Senator WETMORE. I suppose for a Department building you would have a larger proportion of extra space, would you not?

Mr. TAYLOR. Yes, sir.

Senator WETMORE. The corridors would be wider?

Mr. TAYLOR. Yes; and the entrance would be more monumental.

Senator WETMORE. What growth do you think there is going to be in your Department?

Mr. FIELD. At the time the architect went through the buildings with me and made these estimates I talked with the different officials to get their idea of what might be the growth, and the average opinion seemed to be that looking forward, say, twenty-five years, we should add about one-third.

Senator WETMORE. Mr. Moody, in his letter, as I understand it, thinks that the allowance is a liberal one for the actual occupation?

Mr. FIELD. For the present; yes, sir.

Senator WETMORE. But with no reference to future enlargement?

Mr. FIELD. In talking with him I mentioned a growth of about one-third in twenty-five years, and he seemed to think perhaps that was about as accurate as we could conjecture now.

Senator WETMORE. In the case of the Congressional Library, it was thought there would be room for fifty or sixty years when that building was erected, and it is said to be crowded to-day, and it has hardly been occupied ten years.

Mr. TAYLOR. Hardly that.

Senator DRYDEN. That is almost inevitable.

Senator WETMORE. I think, as a rule, people underestimate.

Senator DRYDEN. Almost always.

Senator WETMORE. It was supposed when the Post-Office building was first occupied there would be room for other departments.

Mr. TAYLOR. Yes; Mr. Mallan figured out they would have a whole floor.

Senator WETMORE. And as it is, there is not room enough for the Post-Office Department.

Mr. TAYLOR. There was not room when they moved in.

Senator WETMORE. How many years was that building?

Mr. TAYLOR. It was occupied in 1898.

Senator WETMORE. But how many years was it building?

Mr. TAYLOR. It was started in 1891; but in the meantime, you remember, it has been changed for three different purposes.

Senator WETMORE. Is there anything else, Mr. Field?

Mr. FIELD. I do not think there is anything further I would like to say. There is the question of the location of a site. Of course that is something that is away beyond me and will be considered by the Attorney-General.

Senator WETMORE. In other words, you do not feel that you have the authority to speak?

Mr. FIELD. No; and I am not familiar enough with his views to express them for him. In talking with him one day he merely stated that of course some of those squares around Lafayette Square would be his first preference. Then he spoke of sites down on the Avenue, but it was all in a very indefinite way.

STATEMENT OF JAMES K. TAYLOR, SUPERVISING ARCHITECT OF THE TREASURY.

Senator WETMORE. You have had a good deal to do with the buildings in Washington, Mr. Taylor?

Mr. TAYLOR. More or less; not so much to do with the buildings in Washington as I have outside.

Senator WETMORE. Do you know something about the previous plans for a Department of Justice building?

Mr. TAYLOR. Yes, sir; I know something about it.

Senator WETMORE. Suppose you state that.

Mr. TAYLOR. The first one in mind was that one on the site right across north of the Treasury, a small block of ground next to the Lafayette Square Theater and between that and the Treasury. It was found, after a full set of drawings had been prepared, that that site would probably be too small, that it would bring the building out to the street line, and the cost of the building was beyond the limit of cost fixed by Congress. Then when it was found it was too small, they decided not to increase the cost, but to eliminate it entirely. They had a competition at that time. Mr. Hornblower and myself were the experts, and Mr. Post's design was selected, and it was afterwards

canceled and the legislation was annulled. The next thing that came up was the square to the west of Lafayette square. I did not have anything to do with that, so I do not know very much about it. I simply saw the drawings that Mr. Post had taken up with the committee, which I was very much pleased with.

Senator WETMORE. That occupied a whole block?

Mr. TAYLOR. That occupied a whole square, and was to accommodate not only the Department of Justice, but the Department of State as well. There was some talk at that time of making it a three-occupant building, putting the Executive Office in there as well—the Executive Offices, the Department of State, and the Department of Justice—but I believe it was decided afterwards not to put the Executive Offices in, and the plan was made with a view of simply putting in the State Department and the Department of Justice.

Senator WETMORE. And also accommodations for international congresses, perhaps.

Mr. TAYLOR. Yes; possibly that sort of thing. Just what there was in that building I never knew very much about. I simply saw the small sketch. I am glad they did not build north of the Treasury. It would have killed the Treasury Department, which is already low at that end.

Senator DRYDEN. Is there any advantage or disadvantage in having different Departments in the same building?

Mr. TAYLOR. I should say it would depend a good deal on the Departments that were in the same building as to whether it would be a disadvantage. I do not think there is very much advantage in it, but whether it would be a disadvantage would depend, as I say, on the Departments. For instance, I should not imagine it would be very much disadvantage to put the Department of State and the Department of Justice in one building, because they have more or less similar questions coming up, but I think it would be a disadvantage to put the Treasury Department with the Department of Justice in one building, because they do not have the close connection that others do. I think, as far as possible, it is desirable to put them in separate buildings.

Senator WETMORE. Do you know, Mr. Field, whether when they had this building, the elevation of which we see here, for the Department of Justice and the State Department your Department would have preferred a separate building?

Mr. FIELD. I do not know of any objections, although that scheme was before my time as chief clerk. I was in the Department at the time, but I do not remember hearing anything said with relation to it. A building, of course, could be arranged so that two Departments would be independent, and it would, I should think, be a saving in the way of heating and care of the building, would it not?

Mr. TAYLOR. Yes; of course you could economize by having one building instead of two.

Senator WETMORE. I am a believer personally in having in the city of Washington at least every public building put upon a full square and having a low building rather than a high building, classical in its architecture. The great trouble I find in looking about for sites is that it is difficult to find a lot small enough for the Department of Justice in a single building. There would be an ad-

vantage if we could put two Departments together, and in that case you could readily find blocks of the right size. Then, of course, they would look more important.

Senator DRYDEN. The effect would be much more pleasing, would it not?

Mr. TAYLOR. Much more, because you would have to do one of two things with a department like that at present. You would have to build half your building, or two-thirds of your building, as the case might be, and then you would have an unfinished appearance for years. Taking one of the ordinary size squares, which are probably 300 by 400 feet, 120,000 feet in one area, they would have the whole area they want on one floor.

Senator WETMORE. In the sites suggested by the park commission on the Mall there are two buildings going up, one for the Department of Agriculture and the other for the National Museum. I think they are about 750 feet in length. If you should put up a Department of Justice building only about 200 feet square it seems to me it would look so diminutive that it would be out of scale with the other buildings; so that nowhere along the Mall would there seem to be an appropriate site, supposing my objection is a valid one. Then when you go south of Pennsylvania avenue the blocks are too large for a single building like the Department of Justice, and I think the park commission have consolidated the blocks suggested by them rather than subdivided them.

Mr. TAYLOR. That is the objection that has always been in my mind in undertaking to place those buildings at present south of the avenue, that they are trying to place them in squares as they exist now. You never can get the proportion that you speak of wanting between a building that is 700 feet long and one that is 200 feet long unless the property is laid out so that it does not seem to suggest that each building should be the same size right straight down the line. You can lay your property out so that one building will be proportionately smaller than the others if the property is properly laid out; but as long as you stick to the squares there you are handicapped. It is like taking a stock-size window and trying to make it in proportion to a design.

Senator WETMORE. With respect to buying property, what do you find the Government has to pay ordinarily?

Mr. TAYLOR. I can speak of the last two purchases that our Department has charge of. We bought square 143 for the Hall of Records, which is west of the War Department.

Senator WETMORE. That is opposite Chief Justice Fuller's house?

Mr. TAYLOR. Yes; right opposite. For that we paid two and one-tenth times the valuation of property and improvements. For square 324, the one back of the post-office, the final agreement was that we would pay three times the assessed value taken of property and improvements.

Senator WETMORE. You got the agreement on the part of all the owners, did you?

Mr. TAYLOR. Not all of them. We got about 65 per cent of them, and are condemning the rest; but having 65 per cent, we have a pretty good show to condemn the rest at the same rate.

Senator WETMORE. Do you think that is a pretty fair test of what the Government has to pay?

Mr. TAYLOR. Yes, sir; I think it is two to three times the assessed valuation.

Senator WETMORE. What is that owing to? Is it because the assessment of the city is too low or the fault of the landowners taking advantage?

Mr. TAYLOR. The landowners take a very great advantage in this city of the Government. When Congress appropriates a sum of money to buy a tract in the city of Washington, and there is a board of appraisement appointed, the board of appraisement divides that up into the proportionate part that each man gets on the square. They do not decide what the property is worth, but simply what part each owner gets.

Senator WETMORE. I think that is all, Mr. Taylor.

Mr. FIELD. Would you care for a statement of the rents we pay, Senator?

Senator WETMORE. Yes.

Mr. FIELD. For the Baltic Building—that is, the main building on K street—\$10,000 a year. For the building on the east, No. 1000 Vermont avenue, \$6,500 per year.

Senator WETMORE. That is the Lowry Building?

Mr. FIELD. Yes, sir. For the building on the west, which is No. 1439 K street, \$2,400 a year.

Senator WETMORE. That is the one the Carnegie Institute had at one time?

Mr. FIELD. Yes, sir. For the building, No. 8 Lafayette square, \$2,100.

Senator WETMORE. Is that the house the President was in one year—the Townsend house?

Mr. FIELD. No; it is in that same square, but it is not that building at all. For nine rooms in the Bond Building, \$1,800 a year. For the Spanish Treaty Claims Commission, 1411 H street, \$3,000 a year; making a total of \$25,800 a year. Besides that, there is the Codifying Commission in the Bond Building. They pay their own expenses. I do not know what rent they pay. I only speak of it because they probably would be housed with the Department if we had a building of our own. There is also the library, which occupies a considerable space in the Court of Claims building, for which we pay nothing, of course.

Senator WETMORE. Do you contemplate hiring any more buildings?

Mr. FIELD. Nothing further than I spoke of before, as to the Spanish Treaty Claims Commission.

Senator WETMORE. That is simply an exchange.

Mr. FIELD. They will be forced out of there the 1st of April.

The subcommittee, at 5 o'clock p. m., adjourned subject to the call of the chairman.

SUBCOMMITTEE OF THE
COMMITTEE ON PUBLIC BUILDINGS AND GROUNDS,
UNITED STATES SENATE,
Washington, D. C., March 24, 1906.

The subcommittee met at 11.30 o'clock a. m.

Present: Senators Wetmore (chairman), Dryden, and Clay. By invitation: The Attorney-General; Mr. O. J. Field, chief clerk of the Department of Justice.

Senator WETMORE. I will read, before we proceed further, a letter from Senator Scott, addressed to me, as follows:

UNITED STATES SENATE, *March 6, 1906.*

I herewith hand you the papers in connection with the building for the Department of Justice. I have appointed you chairman of a subcommittee, with Senators Dryden and Clay, to look into the location of a site, and to report at the very first meeting we have a bill covering the suggestions contained in the letter I inclose, and with a recommendation to carry this appropriation either in a separate bill or as an amendment to the appropriation bill.

I will, of course, be glad at any time to confer with the subcommittee.

I may say that I have sent around to ask Senator Scott to be here, but he is at a meeting of the Committee on Military Affairs, before which Secretary Taft appears this morning, and he is unable to come.

We would be glad to have you, Mr. Attorney-General, develop the situation as it appears to you.

STATEMENT OF HON. WILLIAM H. MOODY, ATTORNEY-GENERAL.

Attorney-General MOODY. Mr. Chairman, I think there can be no question about the very great need of some building for the Department of Justice. We are scattered through seven different buildings, in different parts of the city. We have not in any one of them any fireproof receptacle for our important papers. There are very many papers that are important historically, and there are papers which are important in current work.

Senator DRYDEN. Are all the old records of the Government exposed to that risk?

Attorney-General MOODY. All the old records of the Government in our keeping are exposed to that risk. We have, of course, many papers which are in the nature of evidence, and many investigations which concern the good name of judges and district attorneys, and many papers which contain the result of very elaborate and costly research. All of these could be swept away by a fire.

The buildings, or group of buildings, in which the principal workmen, if I may so call them, in the Department do their work is that group of buildings between Vermont avenue and Fifteenth street. The library is in the old Corcoran Art Gallery, which is about half a mile distant from my office. If I want a report from Georgia or New Jersey, I have to send over there to get it. It takes time. It is expensive to be constantly sending for books. It takes the time of the laborers, and the result is that the workmen and their tools are apart, when they ought to be brought together. That is the present situation. It is unsafe, uneconomical, and humiliating for the Department.

The Department has grown with great rapidity in the last few years. Up to 1870 the Attorney-General was the personal adviser of the President and the heads of Departments. By legislation which I think was enacted in 1870, the Attorney-General has now become the head of the administration of the law throughout the country. I mean, of course, of the Federal branch of the law. He is made the superior officer of all district attorneys, and he is in touch with litigation, civil and criminal. Of course he has a special responsibility with regard to the judges of the Territorial courts, a responsibility which he has not with respect to constitutional courts. That added

function has rendered him an important administrative officer. It has increased the scope of his duties immensely, and as the litigation of the country grows—and it is now growing with great rapidity—that is, litigation in which the United States is interested—his duties broaden and become more important.

Senator CLAY. It is bound to continue to grow?

Attorney-General MOODY. It is bound to continue to grow. That brings me to the consideration of that question. The recent litigation, which I need not do more than indicate, growing out of the interstate-commerce law and laws against combinations, has just begun to show its effect. The proper execution of the duties of the Attorney-General under those laws will, in my judgment, lead to a complete reorganization of the Government. The Attorney-General has more to do than any one man ought to be called upon to do, and he has to take a greater responsibility than any one man ought to take. I am not suggesting, and shall not suggest while I am in office, any reorganization of the Department, but it is bound to come sooner or later. That will accelerate the growth which, in the last few years, has been rapid. Moreover, the whole tendency of legislation is to broaden the Federal power.

Senator DRYDEN. Before you leave the point of reorganization will you, for our information, elaborate a little upon that matter, because when we go before the Senate we want to understand these points. I do not mean for you to go into details. As I understand, from your remarks, this increase will involve the employment of a larger clerical staff connected with your Department.

Attorney-General MOODY. A larger staff connected with the Department, in part clerical and in part legal. For instance, the work which will grow out of the Federal exercise of governmental power to regulate railways, without going into any of the disputed points, means an immense burden upon the office of the Attorney-General. I think it will have to be that all that work must be separated and put under another head, responsible to the Attorney-General, but with power to deal with that work independently. I think that the Department must be reorganized in this way also: That there must be some administrative head. If the Attorney-General is to continue to be the adviser of the President and heads of Departments; if he is to continue to take some personal part in the important litigation of the Government, notably before the Supreme Court of the United States, he must be relieved of the duties of administration. There must be some organization which places at the head of that part of his work a person solely responsible to him. This will indicate the line along which I think the organization of the Department must be conducted.

I say this to show that you must not only meet the situation as it exists to-day, but you must meet the situation as it will exist under this tendency to nationalize the Government. I think I need not do more than to suggest that to Senator Dryden, because he is at the head of the movement which indicates that in a very large degree.

Perhaps I have said too much on that subject. It is relevant here only to the proposition that dealing with existing conditions now will not be an adequate solution of this problem. I think a building should be erected which will give a reasonable liberal margin for the

increase in business and increase in the personnel of the Department of Justice.

I think I have said all I can say about the necessity.

Senator CLAY. How many employees are there in the Department of Justice?

Mr. FIELD. Two hundred and ninety-five. That is the actual number, including officials, attorneys, clerks, messengers, and laborers.

Senator CLAY. Do you mean to say the records of the Department are exposed to fire?

Attorney-General MOODY. We have safes, but nothing which would be a sufficient protection in case of fire. Accidentally some safe might come out of the fire with some of its contents intact.

Senator CLAY. Do you mean to say the library is separated from the Attorney-General's office?

Attorney-General MOODY. Yes, sir.

Senator CLAY. The Department of Justice has no home except some rented buildings, some here and some yonder. Some of them are grouped together, but you occupy different buildings in different localities?

Attorney-General MOODY. Yes, sir.

Senator WETMORE. At this point it might be well to make a statement as to what buildings you are now occupying, to supplement what Senator Clay has just said.

Mr. FIELD. There is the Baltic Building, 1435 K street, the main building. That was rented in 1899, at \$10,000 a year; building No. 3 Lafayette square, rented in 1899, at \$2,400 a year. Then the library is in the Court of Claims building, at Seventeenth and Pennsylvania avenue.

Senator WETMORE. The old Corcoran Art Gallery?

Mr. FIELD. Yes. We have a large back room in there which is used, but for which no rent is paid. In 1901 the Department rented a suite of nine rooms in the Bond Building, at \$1,800 a year, and in the same year the building at 1000 Vermont avenue. That is a building to the east of the main building.

Senator WETMORE. The corner building?

Mr. FIELD. Yes; the old Lowry Building, at \$6,500 a year; and the same year a building at 1415 H street, for the Spanish Treaty Claims Commission, for which we now pay \$3,000 a year; and two years later, in 1903, the Department rented the building next to the main building on the west, where the Carnegie Institute was at one time.

Senator WETMORE. That is at the corner of Fifteenth street and McPherson square?

Mr. FIELD. Yes.

Senator WETMORE. Giving you the whole frontage on that block?

Mr. FIELD. Yes; for which we pay \$2,400 a year. The total rent paid is \$25,800. I have given the amounts from my mind, but I think they are correct.

Attorney-General MOODY. In addition to that we have a great many special counsel employed throughout the country. There is a growing tendency to employ special counsel. I think there has been a little abuse in that respect. I think throughout the country the district attorneys have been willing to draw their salaries and do the routine work and have rather expected the aid of special counsel when any-

thing of any special importance arose. I have been trying to fight against that tendency, but not with very great success. I think we ought to have district attorneys of sufficient capacity to handle all the important litigation of the country. I would not say that now and then a case would not arise where we should have to have special counsel.

Senator CLAY. In litigation of a very important nature it is generally pretty hard to get, in some sections, a district attorney who can handle it, especially complicated questions that may arise under the interstate-commerce act.

Attorney-General MOODY. Yes. Of course, cases like the tobacco investigation, for instance, it would be impracticable to put in the hands of a district attorney, because the investigation extends all over the country. In such a case as that you must always have special counsel; but the tendency has been to employ special counsel in cases that arise within the jurisdiction of the court to which the district attorney is attached, not upon the ground that it would be difficult for the district attorney to do the work, if he had the capacity and industry to do it, but on the ground that somebody else could do it better than he could.

The employment of outside counsel will have to continue; but I think, with the proper organization of the Department, there would be a less proportionate number of outside counsel employed. I have tried to get my assistant attorneys-general in touch with the various important pieces of litigation. I have occasionally asked them to go and try a case in some of the circuit or district courts throughout the country, and they have done it. That has occasionally avoided the necessity of the employment of counsel. But all that is at all relevant in this connection is that the Department is growing very rapidly, indeed, and is going to grow more rapidly in the future.

Senator DRYDEN. The rental paid for these various buildings already represents, at 2 per cent, a capital of about \$1,300,000, and with the growth of your Department it is not unlikely that rental will, perhaps, be doubled within the near future—within a few years, ten years, probably.

Attorney-General MOODY. I think I can say with safety it will be doubled in ten years.

Senator DRYDEN. That being so, you at once have this condition: The Government is now paying and in the future will by increases pay a rental which at 2 per cent would provide for the building of this structure, besides giving all the additional ground. I am speaking of it from a narrow point of view.

Senator CLAY. From a financial point of view only.

Senator DRYDEN. Just a pure financial point of view. Of course that is only one point, but if objection is made to it, you have that point of view—the strict financial point of view.

Senator CLAY. In a great Government like this the Department of Justice is a very important Department, and the preservation of these records is of vast importance to the country. As the General has said, you take the character of a judge or of a district attorney or of any public man connected with the Department of Justice and the records may be very essential to him some day. The records of the Department of Justice and of every Department of the Government ought to be preserved under all circumstances.

Senator DRYDEN. They are priceless.

Senator CLAY. We can not afford to have in a great Government like this no home for the Department of Justice.

Attorney-General MOODY. Let me give you a rather humiliating example of the position in which we are placed. I will not name the particular building. The landlord of one of the buildings which we rent, and which we must have, declined to make repairs which, in my judgment, under the terms of the tenancy, he was bound to make. I started to be very severe with him and insist upon our rights. In substance, he replied: "If you don't like it, you can get out," and I had to submit. I could not be turned out upon the streets, and therefore I was at his mercy. In the main I think our landlords have treated us with fairness, but as the leases expire of course we are at their mercy upon the question of renewal.

Mr. FIELD. I do not know, Mr. Attorney-General, that you understand the situation as to the Spanish Treaty Claims Commission fully, as I have not spoken to you about it for several weeks.

Attorney-General MOODY. You might explain that.

Mr. FIELD. I mentioned it here the other day. We leased that building five years ago for \$200 a month for three years. At the expiration of three years they increased the rent \$50 a month for two years. That two years' lease expired the 1st of April. They demanded a further increase of \$50 a month on a six months' lease. We hardly wanted to lease a building for just six months, and in endeavoring to reach some compromise proposition for a longer tenancy they notified us that they declared all negotiations off a week or ten days before the lease expired, and we are hunting around for some place to move the Spanish Treaty Claims Commission to on a week's notice.

Senator WETMORE. Mr. Attorney-General, I think you had a statement prepared of the amount of space needed to-day. Will you state that?

Attorney-General MOODY. Yes; this statement was prepared by one of the architects connected with the Architect of the Treasury.

Senator CLAY. That is, the space for the Department of Justice?

Attorney-General MOODY. For the Department of Justice alone. I will leave this with the stenographer, if you please.

Senator WETMORE. Just give the total, so as to have it in the record.

Attorney-General MOODY. The total floor space which would be required to meet present conditions in a liberal way is 66,850 feet.

Senator WETMORE. That is net.

Attorney-General MOODY. That is net.

Senator WETMORE. Not including the corridors, etc.?

Attorney-General MOODY. No.

Senator WETMORE. And the estimate, including the corridors, is 120,000, is it not?

Senator CLAY. Do you mean to meet present conditions, General?

Attorney-General MOODY. To meet present conditions.

Mr. FIELD. It would be 120,000 square feet of floor space, including corridors, vaults, and elevator shafts.

The CHAIRMAN. The other is the net amount, without corridors, etc.?

Mr. FIELD. Actual office rooms.

Senator CLAY. What increase did you say there would probably be in your Department in ten years?

Attorney-General MOODY. Of course that is a matter——

Senator CLAY. You can not tell accurately, of course. You can give us an idea though.

Attorney-General MOODY. I think if the Department develops, as it seems to me it will develop, it ought to at least double.

Senator CLAY. In ten years?

Attorney-General MOODY. In ten years. I do not know that that means the floor space would have to be doubled.

Senator CLAY. I understand that.

Attorney-General MOODY. But the number of people connected with the Department will double. In this estimate, of course, there are some provisions that may be regarded as temporary adjuncts to the Department of Justice. There is a Codifying Commission, to which is allotted 2,200 feet. That, I think, will go out of existence within a year.

Senator CLAY. When will the Spanish Treaty Claims Commission go out of existence? In a few years?

Attorney-General MOODY. I do not know. It ought to go out of existence in a few years. I think they have done effective work and gone as far as they could be expected to go, but there will be new legislation. The pressure for it is already great, and it will be quite a number of years before their work is done.

If there is one thing that can be expected ordinarily to occur it is extraordinary things. You always have the extraordinary things with you. If you do not have the Codifying Commission and the Spanish Treaty Claims Commission, you will have two other things that are extraordinary and temporary in their nature. Therefore I do not think it is safe to assume that that space will not be needed. If Congress turns its attention to a subject which needs attention very greatly indeed—namely, the codification and improvement of the criminal law—all space that is now occupied by the Codifying Commission will be needed for somebody who will do that kind of work.

If Congress provides, as I think it should provide, some method for the supervision of our Federal prisoners, some method by which men may be released upon parole, that is going to require space. We are archaic in our treatment of convicts. We are inhumane. We are behind all other civilized jurisdictions. I doubt if there is any State in the Union that has not some method of dealing with criminals after they are convicted with a view to their reformation, with a view to their release when conditions come which call for their release, conditions which do not call for either a pardon or a commutation, but which, on account of the necessity for scientific treatment of crime and punishment of crime, call for some supervision of the convict after he gets into jail. We convict a man, of course, and send him and dump him into jail and forget him. We are not performing the full duty of society to a convicted criminal.

Senator WETMORE. Your judgment, then, Mr. Attorney-General, is that, in addition to the amount of space suggested for your present needs, you ought to have from one-third to one-half in addition for future wants?

Attorney-General MOODY. I think clearly so.

Senator CLAY. That is quite a variation, though, is it not, Senator? Would you not say, taking into consideration the growth of the De-

partment and of the country, one-half or one-third, or between one-third and a half?

Senator WETMORE. I wanted to be rather conservative in my suggestion, so I said one-third to one-half, the Attorney-General having suggested perhaps one-half.

Attorney-General MOODY. I think we ought to have at least half as much room more than that which we actually need now, and I think we ought to guard very carefully against taking what you provide for us and dividing it up among our existing demands. Let part of the building remain vacant, if you please. Do not divide it up and give everybody a big room and plenty of space, but leave vacant room into which the growth of the Department can extend as it comes.

Senator WETMORE. If you have nothing else to say on this point, I want to ask your judgment as to the location for a building?

Attorney-General MOODY. The first general consideration is whether the Department of Justice should be in the neighborhood of the Supreme Court or in the neighborhood of the White House. I am very clear that it should be in the neighborhood of the White House; that it is a part of the executive government of the United States, and should be grouped with the other Department buildings. I notice a difference of opinion about that.

Senator WETMORE. Where do you find the difference of opinion?

Attorney-General MOODY. Occasionally it is suggested that the Supreme Court and the Department of Justice should be put in one building at this end of the Avenue. I do not know how many people are in favor of that. I am not in favor of it. Of course the relations of the Attorney-General and of the assistant attorneys-general with the Supreme Court are very important, but their relations with the President and with the heads of other Departments are still more important.

Senator WETMORE. You mean the relations of your Department with them?

Attorney-General MOODY. Yes. Moreover, I think it is for the convenience of the members of the two Houses that the Executive Departments should be in the same general region of the city.

Senator CLAY. That would put practically all of the Departments in the neighborhood of the White House?

Attorney-General MOODY. Yes; it would group the Department buildings around the White House, varying, of course, in distance, but the White House would be the center toward which they tended to approach. The harmonious development of the capital, of course, means the devotion of this end of the Avenue to buildings which are attached more especially to the legislative branch of the Government.

Senator WETMORE. Do you have before you now a map of the park commission?

Attorney-General MOODY. I have here a map of the park commission.

Senator WETMORE. There is a diagram on the wall which, I think, is the same that you have, but is enlarged.

Attorney-General MOODY. Yes; it is.

Senator WETMORE. It shows the general grouping as suggested by the park commission for the different governmental buildings. There is also a similar diagram on the table before you.

Attorney-General MOODY. Taking these diagrams, if you depart from the theory of putting the building in the neighborhood of the Capitol, there seems to be a choice between three locations, if the broad park way extending from the Capitol to the Monument is developed, as I presume it will be.

Senator WETMORE. There being now two buildings going up on that space.

Attorney-General MOODY. Yes; two buildings are going up on it.

Senator WETMORE. One for the Department of Agriculture and one for the National Museum.

Attorney-General MOODY. The second place which might be suggested would be the south side of Pennsylvania avenue. This, I think, is the most beautiful highway in the world, with the most disfiguring surroundings about it. It is probably hopeless unless the south side is taken for public buildings—hopeless for many years, at least. That presents advantages for the beautification of the capital, if we should put our buildings along the south side. The third place, of course, is Lafayette Square. Either one of those three locations would be sufficiently convenient for working purposes.

Senator WETMORE. When you say the south side of Pennsylvania avenue you mean at the west end of it?

Attorney-General MOODY. At the west end.

Senator WETMORE. Not at the east end?

Attorney-General MOODY. Not at the east end. I have had a talk with Mr. McKim about the proper location of this building. He, of course, is very desirous of developing Lafayette square. He thinks the devotion of that square to public buildings would most harmoniously develop the city, and he thinks the tendency of placing those buildings in Lafayette square would be to improve another beautiful highway, Sixteenth street. Of course we have a lot now, as you know, near the Riggs Bank. It is not big enough unless you build a sky-scraper office building, and I suppose no one would like to do that.

Senator WETMORE. We have here the elevation of Mr. George Post, made in competition. That was his sketch for a building on the old site of the Department of Justice. I happened to meet Mr. Post the other day on the train from New York here, and he told me he was never satisfied with that building himself—it was too high, and there was really not room enough at that point.

Senator CLAY. That is simply for one Department?

Attorney-General MOODY. For one Department.

Senator WETMORE. He suggested, as a possibility—I do not know whether it is a possibility—that perhaps the whole western side of that block might be used so as to have the buildings face the square.

Attorney-General MOODY. You mean including the site of the theater?

Senator WETMORE. Including the site of the theater.

Attorney-General MOODY. I had thought of that.

Senator WETMORE. That would give the monumental appearance from the square that is desired. At the same time, that block now has become immensely valuable. You may have noticed in the last few days very important sales on the east side, the old Colonial Hotel and the buildings immediately back, and the part that adjoins the

American Security and Trust Company, aggregating, I think, for the properties over a million dollars.

Mr. FIELD. Something like \$23 to \$27 a foot.

Senator WETMORE. Mr. Post's idea was to have the front on Lafayette Square.

Attorney-General MOODY. It would be perfectly possible to front on Lafayette Square.

Senator WETMORE. I suppose that would be an extensive site. It would take half a block.

Attorney-General MOODY. It would mean taking the insurance company building and taking at least the theater.

Senator WETMORE. Going right up to H street?

Attorney-General MOODY. Yes; going right up to H street.

Senator CLAY. That is a beautiful location, too.

Attorney-General MOODY. That would be a beautiful location. If you placed it there that would also mean that the whole of Lafayette Square would be devoted to public buildings. It would make the opening.

Senator WETMORE. In a bill introduced by Senator Fairbanks I think he suggested three locations. One of them was the whole of the square on which the present Court of Claims is situated, but there was opposition to the acquirement of that.

Attorney-General MOODY. Very great opposition.

Senator CLAY. Is it not the objection of private parties?

Attorney-General MOODY. Yes; a sentimental objection.

Of course the great advantage of this parkway leading between the Capitol and the Monument is that we own the land.

Senator WETMORE. The sites suggested by the park commission on the Mall would be rather far away from the White House. How about the Court of Claims going eventually in your building? Ought that to go in your building or not?

Attorney-General MOODY. I do not suppose there is any special logic in putting it in our building.

Senator WETMORE. Would there be ample space?

Attorney-General MOODY. There is no objection to it. It is a peculiar court with peculiar functions. The Government is a party to every case in that court.

Senator WETMORE. It used to be in your building?

Attorney-General MOODY. It used to be; yes.

Senator CLAY. What is your idea, General, in regard to the building for the Department of Justice? Would it be better to have a separate building, or could other Departments be in it, such as the Department of State?

Senator WETMORE. Before the Attorney-General answers that question, let me say this: Senator Fairbanks's bill contemplated a building on the west side of Lafayette Square to accommodate the Department of Justice, the Department of State, and the Department of Commerce and Labor. Do you think it would be advisable to have two Departments together, for instance, yours and the Department of State?

Attorney-General MOODY. I should be entirely contented with that. I think the plan which would be better in the long run would be an absolute separation of the Departments.

Senator WETMORE. Most of these blocks are so large that even adding the space which you think will be needed in the future, the building would not take a whole square. Of course the Government, having the right of condemnation, could always, if it cared to pay for it, acquire the balance of any block taken; but I confess that I should like to see every important building put upon an entire square and sufficiently set back from the street to give a good appearance, like the Congressional Library, and not too high a building as well, so as to be dignified architecturally.

Senator CLAY. I have an idea if you would take two or three of these Departments and combine them together in one building it would make a more magnificent building and give a better appearance and show off to better advantage at the capital of the nation.

Attorney-General MOODY. It certainly would now, and there is another advantage, Senator, in doing that. When you once devise a building, get a general plan for it, it is not capable of addition. You destroy the artistic effect when you begin to build wings on it, unless, indeed, you have made your plans as the plan of the Capitol was made, extensions being intended from the beginning.

Senator WETMORE. Take, for instance, this design of Mr. Post's for a building on the lot of the old Department of Justice, at the corner of Fifteenth street and Madison place. You could not enlarge that building without spoiling it.

Senator CLAY. I am not impressed with that design. I am much more impressed with the design for the building proposed for the Departments of State, Justice, and Commerce and Labor, on square No. 167, bounded by Pennsylvania avenue, Seventeenth street, H street, and Jackson place.

Attorney-General MOODY. Yes; I like that better. We at least ought to make a protest against the modern sky scraper.

Let me pursue my thought a little further. I think you can not add to the building after you get it once constructed without destroying its beauty.

Senator WETMORE. Unless in the beginning you plan for it.

Attorney-General MOODY. Unless in the beginning you have a plan which contemplates addition. On the other hand, if you erect a complete building that is large enough for two or more Departments, you can take one of these Departments out of that building later on and provide for your growth by the erection of an additional Department building, as will have to be done some time for the State, War, and Navy building. You could not add to the State, War, and Navy building very well, but you can take the Department of State out of it.

Senator CLAY. That building is very much crowded now, is it?

Attorney-General MOODY. It is very much crowded indeed. When I was Secretary of the Navy I found we were in half a dozen different buildings. Congress gave me the right to rent the Mills Building, with the result that I gathered under the roof of that building all the outlying branches of the Navy Department, so that we were all together. But the War Department is scattered a good deal outside of the building. We thought we had provided for our growth for eight or ten years. The Navy has grown very rapidly.

Senator WETMORE. The estimates for future growth are almost invariably underestimates.

Attorney-General MOODY. Underestimates; yes. So that I would much rather have a building for the Department of Justice in common with one or two other Departments than to have a building for the Department of Justice which would just meet present conditions, because I realize that as the Department of Justice and its associate departments grow, sooner or later one or the other of them would have to get out and have a separate building for itself. But we are in such a desperate condition that I am ready to take anything that would give us relief, though I hope we can get something that will be in harmony with the development of the capital along lines of beauty.

Senator CLAY. I think you will find the committee in sympathy with you. At least it was last year.

Attorney-General MOODY. I do not know there is anything else I can state.

Mr. FIELD. Referring to what was said relative to the files of the Department and their exposure to destruction by fire, I might mention the accounts in the division of accounts. These accounts are the paid accounts of the United States marshals from all over the United States. The United States marshals are special disbursing officers for the expenses of United States courts, such as the payment of witnesses, fees of jurors, payment for support of United States prisoners, etc. They pay these accounts and forward them to the Department for examination, and of course they represent the same as cash to the marshals. They are in the Department all the time, up in the hundreds of thousands of dollars, but they are just piled up in a case on the wall, and in case of a fire they would go with the rest of it. It would be a question how the marshals could make a statement covering their expenses. Papers such as these, representing money value, should undoubtedly be kept in a vault or a fireproof room in some way.

Senator WETMORE. Mr. Attorney-General, will you give the sites you have considered in the order of their desirability?

Attorney-General MOODY. (1) I think the best site is that on the west side of block 221, east of Lafayette square and north of Pennsylvania avenue, and I intend to include in that the 23,000 square feet already owned by the United States from which the old Department of Justice was removed, plus the land now occupied by the insurance building on Pennsylvania avenue east of the Department lot, plus the land occupied by the theater, at least, and preferably plus all the land between the Department of Justice lot and H street.

(2) Any location fronting on Lafayette square would be equally as good as the one above mentioned.

(3) The next site in point of desirability I think would be square 170, bounded by New York avenue, Eighteenth street, F street, and Seventeenth street. I think that would be an admirable site.

(4) The next would be on Pennsylvania avenue as near as possible to the Treasury building.

Senator CLAY. Is that where the Regent Hotel is?

Attorney-General MOODY. The region of the Regent Hotel. Just how many buildings that would take I can not state. It is square No. 226.

(5) The next would be upon the Mall, at some place as near as

possible to the White House; as near as possible, in other words, to the west end of the Mall.

Senator WETMORE. Are you excluding specifically the west side of Lafayette square simply because you think it unobtainable?

Attorney-General MOODY. Yes. I think I ought, perhaps, to add this: In speaking of the desirability of these different sites, I have left out of view the cost, not because the cost is not to be considered, but because the cost can be better considered by the committee than I can consider it. I do not want to be quoted as if I were utterly regardless of cost.

The subcommittee, at 1 o'clock p. m., adjourned until Monday, March 26, 1906, at 11 o'clock a. m.

COMMITTEE ON PUBLIC BUILDINGS AND GROUNDS,
UNITED STATES SENATE,

Washington, D. C., Monday, March 26, 1906—11 o'clock a. m.

The subcommittee met at 11 o'clock a. m., pursuant to adjournment. Present: Senators Wetmore (chairman) and Dryden.

Senator WETMORE. Mr. Secretary, we are a subcommittee of the Committee on Public Buildings and Grounds, appointed by the chairman of that committee, Senator Scott, to look into the location of a site for the Department of Justice and the preparation of a bill covering the suggestions contained in a letter from the Attorney-General. We find that a bill of this nature was introduced contemplating a building for the Department of State and the Department of Justice, and that later a bill was reported from the Committee on Public Building and Grounds of the Senate contemplating a building for the Department of State, the Department of Justice, and the Department of Commerce and Labor.

I have also a letter from Mr. George B. Post, architect of New York City, dated the 17th of March, 1906, in which he states that at various times he has made drawings for buildings for the Department of Justice, the Court of Claims, and the Department of State and President's offices, and for a combination, leaving out the Court of Claims and making quarters for the Department of Justice, Secretary of State, and a grand suite of rooms in connection with the Secretary of State's offices which could be used for international arbitrations and other commissions and on occasions of ceremony for great public functions and a suite of reception rooms for the President. Although our appointment is simply for the purpose of suggesting a site and reporting a bill for the Department of Justice, we would like to hear from you as to the incorporation in that building of your Department and whatever you may care to say in regard to the change of your Department to a separate building or a joint building.

STATEMENT OF HON. ELIHU ROOT, SECRETARY OF STATE.

Secretary ROOT. The Department of State is very much in need of more room, both for its current work and for things that it ought to do but does not now do for lack of proper facilities. The south end of the present State, War, and Navy Building was originally designed for the State Department. It was built about thirty years ago; but I

can not recall the exact date. I think it was finished about 1875 or 1876. I suppose it was considered at the time that the room which was furnished would meet the needs of the Department. Since that time, however, nearly one-half of the space in the south wing of the building, originally constructed for the State Department thirty years ago, has been taken away from it and assigned to the uses of the War Department and the Navy Department; so that, if we consider only the office rooms and storage room now used by the State Department, it is only 50 per cent of the space provided for it by Congress thirty years ago. That, however, does not include the library of the State Department. If you include the library we have almost exactly 60 per cent of the room provided thirty years ago for the Department.

It is unnecessary to say that the business of the State Department has enormously increased in the past thirty years. It has enormously increased in the past ten years. It has increased since the war with Spain. Thirty years ago, and for a long time after that, American capital and American enterprise were engrossed in the development of our own country. We were a debtor nation. We were borrowing money in Europe for the development of our own resources. There was but little business arising from the investment of American capital and the exercise of American activity in foreign countries. There was comparatively little foreign travel, and the relations between the United States and other countries of the world were largely formal.

I remember the portions of the messages of the President which used to be sent there relating to foreign affairs, and they contained very little except the formal assurance to Congress of the preservation of the relations of friendship, and so forth, between this and other countries.

We have now come to a new era. The progress of internal development has reached such a point, and the wealth of the country has reached such a point, that American enterprises are pushing out into every country. American construction is going on all over the world. American trade, American banking, and great American interests are being built up in almost every country on earth.

Of course the foreign travel of the United States has enormously increased. Thirty years ago only a few wealthy people went abroad; and when anyone did go from one of our smaller communities, when he came back he used to describe his travels in letters to the local papers. You remember how it used to be?

Senator DRYDEN. Very well.

Secretary ROOT. Now if you go into those same communities all over the country, and the thousands that did not then exist, you will find it the rule, rather than the exception, that the people who are well off have traveled abroad. All that travel increases the amount of business that is done by our foreign ministers and consuls. That increases the correspondence and the amount of work which comes on the Department.

Senator WETMORE. They go in thousands now as organized parties at very moderate rates, and travel for three or four months, do they not?

Secretary ROOT. Yes; and it is not confined to the big cities. All over the country, a very large representation of the whole eighty millions of people are traveling all over the world.

Further than that, there is no doubt that the moral force of public opinion in the United States is becoming recognized as an element to be dealt with in the international councils of the world. It is impossible for us to avoid a certain share in the international affairs of mankind. I believe that a certain degree of participation in them, carefully avoiding any entanglement in the politics of Europe, and carefully avoiding any intermeddling in other people's business, to be within our traditional and just limitations and to be of immense value to mankind. There is constant pressure upon our Government to interfere.

But there are many ways in which the influence of the United States can be used in behalf of peace and in the furthering of the principles for which the United States has stood during its entire history in international affairs. These ways are constantly presenting themselves. The participation of the United States in the first Hague conference is an illustration. A second Hague conference is about to be called, and preliminary steps have been taken. In that conference there will be specifically discussed the rights and duties of neutrals and the immunity of private property at sea in time of war.

As to the first, it is of the greatest importance to us, who intend to be, and I hope will be so far as it is humanly possible, a neutral nation, to have our rights and our duties clearly defined. It narrows the causes of war, and we have a vital interest in having them narrowed.

As to the immunity of private property at sea in time of war, that is something which the United States has been endeavoring to bring about during the entire period of its history. And so we send a delegation to this second conference at The Hague, as we did to the first.

The present conference at Algeciras regarding the affairs of Morocco is a conference which will result in certain modifications of the convention of 1880, to which we were parties, and in strengthening the safeguards which we secured for the United States by the treaties made in the very beginning of our history. We necessarily have delegates there.

There is the greatest activity now among all civilized nations in international affairs on various specific subjects.

There is to be a conference in June next for the revision of the Red Cross convention. There has recently been one in Washington of the delegates from all the American countries in relation to quarantine and sanitary subjects. There is about to be a Pan-American Congress at Rio de Janeiro, the third, which was provided for by the second conference held in Mexico in 1901. That is a development or a step in the development of the essentials of American policy. There has been a postal conference, a medical conference, a patent and trade-mark international conference, and an immense variety of these meetings, all of them tending to do away with the causes of war, to promote the good understanding among the nations, and to promote a free interchange of commerce. They are the methods by which civilization is promoting its own development.

The enormous activity which has sprung up in all of these ways for procuring and promoting peace within recent years has devolved immense additional labors upon the State Department, and yet we have only 60 per cent of the space originally provided for that Department by Congress thirty years ago.

Senator WETMORE. Space in your building?

Secretary Root. Yes; space in the present building. You can understand that the increase of business, the increased complexity of business, and the increase in the number of consuls and of foreign missions, bring with it not merely a necessity for so many more clerks doing the same thing, but also a necessity for organization and system, which necessity, when the business was small, did not exist. An increase in business creates a difference in kind. You can do a small business in a simple way. To do a great business you have got to have system or you will be swamped. We are coming in the State Department to a point where we are going to be swamped for lack of proper organization, and we can not have a proper organization without having room for the men to do their work.

The records of the Department are in a condition and are handled by methods which did very well under simple conditions, but which are now wholly inadequate. I want to introduce a new system. I want to apply the same methods of dealing with records with which I became familiar and to a certain extent helped to develop in the War Department. I can not do it because there is no room for the clerks to work, or for file cases to be placed and for typewriters to be worked. In the meantime we are having to go on by methods which I can best illustrate by saying that it is like a country law office having the business of a great city law office dumped down on it.

The Secretary of State has, I think, less than half the room of any other Cabinet officer in Washington, and he has no anteroom.

Senator DRYDEN. You speak now of his private office.

Secretary Root. Yes; I have the room which Mr. Hay had. The people who come to see me either have to stay out in the hall or else are ushered into my room and sit down within 10 feet of me when I am talking to somebody else. I have recently had scores of interviews broken off, which were of importance, with Senators, Members of Congress, other Cabinet officers, with our ministers, our ambassadors, and consuls coming here to report, because the messengers had not the nerve to keep Senators, Congressmen, and other distinguished citizens cooling their heels in the hallway. I had a letter to-day from a gentleman who said that he regretted very much that he was unable to see me the other day, on Friday or Saturday; that he only wanted to see me for two minutes and he waited an hour and a half and then had to go away. That is because there was no anteroom into which I could go and see the two-minute people.

There are a great many Senators and Representatives who come to the State Department with constituents, and what they come for is to introduce the constituents. They do not want to waste any time about it. They do not want more than a minute. I have no place to see them because I have just this one room. I may be having an important conversation with someone that will take twenty minutes or half an hour. In the War Department, as soon as I found there were a number of people in the anteroom I would stop the conversation, go out and dispose of the one-minute people, let the Senators and Representatives introduce their constituents and go their way. I would find a dozen people who would want a minute. There might be two or three who wanted more time and I would let them wait and take their turn, instead of keeping the whole crowd waiting. It is exceedingly inconvenient. It is injurious to the public business and it is very un-

dignified; but I know of no way to cure it, because I can not find any room, without turning a lot of clerks out of doors, whose services are absolutely necessary. My private secretary is now in a room away off in a corner, a long distance from me.

• Of course, with this limited room, we have had to dispose of the different branches of our business as best we could. The inconvenient arrangement increases the difficulty of doing business by requiring us to send papers to and fro while, if properly grouped, they could pass from hand to hand without being sent long distances to distant rooms. So much for the existing business. Of course it is constantly growing, and the situation is constantly growing worse.

There is also a very serious inconvenience and injury coming from our total inability to provide for any kind of activity or any kind of work. We have no place now in which anybody outside of the regular force of the Department can do anything. We have recently had here the gentlemen who are to be delegates to the Hague conference. There was no place for them to meet and confer on the subjects they will have to deal with. I think every country in the world has the men who are to be their delegates to that conference at work now studying the subjects. There was no place for them to work. There was not a spot where they could get together. I think they had their principal conference at my private house.

We have recently had the gentlemen together here who are to go to Rio to the Rio conference. They spent three days here. I gave them the diplomatic anteroom. I made a special arrangement to keep the diplomats out of that room for three days while they got their maps, books, and material together in order to go over the subjects they would have to prepare on. We very much need some place where work of that kind can be done. There is a great amount of work in the way of preparation which our representatives ought to have an opportunity to do here where they have access to the library and records of the Department and to the precedents contained in the documents. There ought to be some accommodation provided so that they will have an opportunity to do that work.

Then all the other considerable countries provide a place where international conferences can be held. Recently the sanitary congress, to which I have just alluded, which was held pursuant to a resolution passed by the second Pan-American Conference at Mexico, met in Washington. We had to get rooms for it in the New Willard Hotel.

Other countries provide rooms where tribunals of arbitration may hold their sessions. We have no means of accommodating them and can not accommodate them. If the meeting between the representatives of Japan and Russia had been held at any other time than in the summer, the meeting which led to the peace last August, we would have been very much humiliated by having no place at our capital where they could meet. As it was in the summer, so that they naturally would not come to Washington, it was the natural thing to fit up a hall in the navy-yard at Portsmouth for them to meet in.

Suitable accommodations for meetings of conferences, congresses, arbitrations, and arbitration tribunals are a part of the necessary facilities for doing our work in the world, and for doing the things which the people of the United States want their Government to do, in the interest of commerce, in the interest of the development of international law, and in the interest of peace and a good understanding

among the nations of the earth. We have our duty to perform, and our Government is trying to perform it, and although we are among the great nations of the earth, we are without the ordinary decent facilities for doing our share of the work.

I have here a blueprint showing, if you care to look at it, the space we have in the present building. In the basement, as you will see, we have only a very small area, the rest of it being devoted to the War Department and Navy Department.

Senator DRYDEN. That looks like a very small section of the basement for your uses?

Secretary ROOT. And from that there has been taken off a corner for the Navy Department. That is approximately one-third of the basement room. On the first floor it is the same. Approximately one-third of that has been taken out for the Navy. On the second floor we have the whole of the south front and on the third story we have the south front. The fourth story and the attic story have been taken away from us for the Army.

Senator DRYDEN. Have you made any calculations to show how many square feet are allowed to each clerk there?

Secretary ROOT. I have not; but I can have it done. Of course this is greatly complicated by the continual accumulation of documents which require storage. In taking away what was taken from the State Department they took 11,000 out of 13,000 square feet of storage room. The total storage room in this south wing, in the original State Department building, was 13,488 feet, and they have taken away and given to the War and Navy Departments 11,420 square feet, leaving us 2,068 square feet. When you remember that the State Department is the one official depository of the original acts of Congress, of the original proclamations of the Presidents, and of original Executive orders, and that the Secretary of State is charged with the custody of the acts of the Government of the United States, it is really an absurdity to treat it as being a negligible Department.

Senator DRYDEN. Are these valuable documents protected against fire?

Secretary ROOT. The building is supposed to be fireproof.

Senator DRYDEN. Which means that it is fireproof as buildings were in those days?

Secretary ROOT. Yes.

Senator DRYDEN. Are there no fireproof vaults for documents?

Secretary ROOT. No. Of course there is no department of the Government in which it is more important, and I doubt if there is any department in which it is so important to have continual access to the documents which have accumulated in the past history of the country. We are constantly engaged in the discussion of questions with foreign governments. We can not send a dispatch relating to an international question which has a history—and most international questions have long histories—without being liable to be confronted with some letter that was written by some Secretary of State ten, twenty, fifty, or a hundred years ago. If there had been an admission made at any time in the history of our country upon any international question which is inconsistent with something I say to-day in a dispatch on that subject it will be brought up against me.

We are dealing now with the northeastern fisheries question. The northeastern fisheries question was the principal subject of discussion

between the negotiators of the treaty of peace with England in 1783, the provisional treaty of 1782 and the final treaty of 1783, and it has been the subject of discussion, with brief intervals, since that time. There is a century and a quarter of diplomatic negotiations and correspondence on that subject. I can not now carry on the current business of the State Department in regard to that subject without knowing and having at my hand what has happened during that century and a quarter. It is so regarding a great variety of questions. The want of a proper system in the preservation and arrangement of documents, facilities for consultation and examination, and proper indexing and guides to all this mass of material is a most serious handicap in the conduct of the current business of the office. It is all a matter calling for present knowledge at every turn.

Now, about the new building. The new building should double the space for current work that we have, and it should also have facilities for these other things I have spoken of; that is, rooms for persons connected with the diplomatic service, either permanently or temporarily, to do their work in, which can best be done with access to our records, our rolls, and our library; rooms for the meeting of congresses and conferences, rooms for the meetings of arbitration tribunals, and rooms for the proper and dignified reception of the representatives of foreign governments.

A short time ago the commissioners from China came here, and the only thing I could do with them was to get rooms at the New Willard Hotel and give them a luncheon there. Fortunately, that hotel had a very presentable room, and we were able to give them an entertainment which probably satisfied them that they were being treated with proper consideration; but in the State Department there were no means of receiving them in a manner which they would have regarded as commensurate with and suitable to their dignity. All of these things ought to be in the new building. I see no reason why these facilities and accommodations should not be furnished in the same building with the Department of Justice.

I do not think it would be wise to try to put three Departments in the same building again, for the growth will continue. The growth of the United States and the burdens upon the Departments are not going to end with us, and if we are going to put up a new building now it ought to be erected with due regard to the future. I think a building might be put up for the Department of State and the Department of Justice which would answer for a great many years to come. I dare say the time will come in the future when one of those Departments would, in the ordinary course of events, have to leave the whole building to the other; but that is something we can not very well measure.

I think there is an advantage in putting up a building for two Departments, in view of the possibility that fifty or a hundred years hence there may be such a growth that one Department would have to vacate, and then the building would be available for the remaining Department. If you put up a building for one Department alone you have either got to have a great amount of unused space in it at present, and build it much larger than you want to build it considering the needs of only one Department, or else the probability will be that in the course of years it will become too small for that Department, and you will have a useless building on your hands, or our successors will have a useless building on their hands.

Regarding the location of the building: It is very desirable to have it as near the Executive offices as practicable. The occasion for consultations between the President and the Secretary of State is constant. The great variety of things which the Secretary of State is doing are things which the President has to be consulted about. There are a great variety of things going on in the other Departments which affect foreign relations about which the President wants to consult the Secretary of State, and it would be a very serious inconvenience to have the State Department at a distance from the Executive office.

Senator DRYDEN. Have you in mind any one, of the two or three places mentioned, which you would prefer?

Secretary Root. I think altogether the best place would be the square on the west side of Lafayette Square. On the square east of Lafayette Square the new trust company building and the Riggs Bank have been recently erected, and I suppose that would be very expensive.

Senator WETMORE. I may say that I had a conversation with Mr. George B. Post, architect, of New York, some days ago, while coming over on a train from New York. We were talking about this general matter, and he said he thought the west side of the square east of Lafayette Park could be used with advantage for a public building and produce the effect of a whole front along that square. He thought that site would be adequate for a proper building, taking the ground the Government now owns, which is the site of the former Department of Justice, and also the remaining space between the Government property and the H street corner.

Secretary Root. The square west of Lafayette Square is altogether the best place, if you are going to put two Departments in one building. If you put the State Department and the Department of Justice together, the square west of Lafayette Square is the better location. Of course the Attorney-General ought to be near the Executive offices.

Senator WETMORE. He has so stated, in a hearing before us the other day.

Secretary Root. Because he has constant occasion to consult him. As it is, the Secretary of the Treasury is on one side and the Secretary of War and the Secretary of the Navy on the other side of the White House grounds. The Secretary of State and the Attorney-General ought to be as near as you can get them to the Executive offices.

Senator DRYDEN. Would the noise from the traffic and the cars on that street be objectionable?

Secretary Root. You would have to submit to it. The street is a very wide street, and I do not think it would be a serious annoyance.

I should arrange the possible locations in the order of their usefulness in this way:

I should put first square numbered 167, on the west side of Lafayette square and north of Pennsylvania avenue.

I should put second the west half of square numbered 221, which is on the east side of Lafayette square and north of Pennsylvania avenue.

I should put third square numbered 170, lying between F street and New York avenue and between Seventeenth and Eighteenth streets.

Senator WETMORE. How about the site in square 226, at Pennsylvania avenue and Fifteenth street, where the Regent Hotel now is?

Secretary Root. I should put square 226 fourth.

Senator WETMORE. How about the Government reservation in the the Mall?

Secretary Root. I think any location on the Mall is too far from the Executive offices for convenience; but if any location should be taken there it should be at the western end, toward the Monument, and on the north side.

Senator WETMORE. I understand you have not at hand the total space you are now occupying, and you have not yet considered the amount of space it will be necessary for you to have for your present occupation. Will you furnish us with that data?

Secretary Root. I can furnish you with the space we are now occupying. It is contained in this paper, which I will hand to the stenographer. It is headed "Total space in south wing." That includes all the space occupied by the State Department, except that we have now some rooms in the Rochambeau Apartment Building, occupied by what is called the Reciprocity Bureau, or the office of the Reciprocity Commissioner.

Said paper is as follows:

Total space in south wing.

	Office room.	Storage room.	Water-closets.	Corridors.	Library.	Total.
	<i>Sq. feet.</i>	<i>Sq. feet.</i>	<i>Sq. feet.</i>	<i>Sq. feet.</i>	<i>Sq. feet.</i>	<i>Sq. feet.</i>
Basement.....	6,014	2,068	334	4,372	.....	12,788
First floor.....	7,319	None.	334	4,926	.....	12,579
Second floor.....	7,771	None.	502	4,376	.....	12,649
Third floor.....	6,101	None.	334	3,631	2,585	12,651
Fourth floor.....	3,995	2,106	334	3,520	2,585	12,540
Attie floor.....	.....	9,314	.....	720	.....	10,034
Total.....	31,200	13,488	1,838	21,545	5,170	73,241
Apportioned to War and Navy Departments.....	8,209	11,420	334	4,240	.....	24,203
Now occupied by State Department.....	22,991	2,068	1,504	17,305	5,170	49,038

Senator WETMORE. Have you any buildings or rooms under lease?

Secretary Root. No; none except those at the Rochambeau. The Bureau of American Republics does not properly come under the head of the State Department. It is a separate institution, organized by all the American Republics. The participation of the United States in the organization is under a special act of Congress. In the organization of the Bureau, which is the representative of an international union, the Secretary of State is, ex officio, the chairman of the governing board of the Bureau.

Senator WETMORE. I find on page 2 of the hearings, on March 20, a statement or memorandum printed by the Department of Justice as to the office accommodations required. Could you furnish to the subcommittee a similar statement as to the needs of your Department?

Secretary Root. Yes; I will do so.

Senator WETMORE. This subcommittee, on the appointment of the chairman of the Committee on Public Buildings and Grounds, has to do with a location and a bill for a building for the Department of Justice. In considering the question the subcommittee has found that the different squares appear to be too large for one Department, and therefore it seemed to them that it might be wise and economical

on the part of the Government to have a building in which two Departments, say the Department of State and the Department of Justice, might be put. I understand from what you have already said that you see no objection to two Departments going into one building?

Secretary ROOT. I see none. I think such a building could be of a size that would naturally call for a number of entrances, so that there would be an entrance for the Department of Justice and an entrance for the Department of State.

Senator WETMORE. I may say, personally, that I have a feeling that no building in Washington occupied by one or two of the Departments should take up less than one square of ground, and that it should not be too high, say not more than three, or at the most four, stories. A building of that sort would be much more imposing than a building on a part of a square or a small building on one square.

Secretary ROOT. I think that is a just view to take of the matter.

Senator WETMORE. And I think the building ought to be of classical design.

Secretary ROOT. I agree with that.

Senator DRYDEN. In that way you can get a building that would be dignified and a credit to the Government which would afford ample facilities for the transaction of the business of the two Departments, and on these extraordinary occasions you have so well described you would have every convenience for receiving foreigners that could reasonably be expected.

Secretary ROOT. It is a very important subject. It is a subject of convenience of administration, by grouping the buildings so that the President can have, under his hands, the keys. If the Attorney-General and Secretary of State have to come a half or three-quarters of a mile to see the President, they have got to abandon their offices and frequently have to abandon them at a time when it is most important that they should be there. In order to see the President they have got to leave the anteroom full of people and keep them waiting. When they see the President they have got to see him in his time.

The passage of messengers to and fro between the State Department and Executive offices is continuous. The Secretary of State has to countersign a very large proportion of the papers which the President has to sign. The State Department has to prepare the papers for his signature, and messengers are going to and fro all the time. If you separate them and put them wide apart it will be exceedingly bad policy. As business grows and increases this becomes more and more important. The buildings ought to be grouped around the Executive Mansion. The business of the country is going to be so enormous that every means should be taken to simplify and facilitate the administration, and that can not be done by scattering these Executive Departments all over the city.

It is probably of less importance to have the Interior and Post-Office Departments near the President, because their work is special; but the work of these other Departments includes a very large variety of subjects affecting the administration of the Government generally, and they require more constant intercourse with the President.

The subcommittee thereupon adjourned.

APPENDIX B.

DEPARTMENT OF STATE,
Washington, March 31, 1906.

SIR: I am instructed by the Secretary of State to inform you that the estimated floor space which will be required by the Department of State in a new building would be approximately 180,000 square feet for net office space, exclusive of corridors, toilet rooms, stairways, elevators, engine rooms, etc.

It is intended to forward to your committee early next week a detailed report, showing the disposition of this space, similar to that of the Attorney-General printed in the hearings of the Committee on Public Buildings and Grounds, March 20, 1906. The Secretary, being compelled to leave the city to-day, is unable to give the matter earlier attention.

Yours, respectfully,

CHAS. DENBY,
Chief Clerk.

HON. GEORGE PEABODY WETMORE,
United States Senate.

DEPARTMENT OF STATE,
Washington, April 6, 1906.

MY DEAR SENATOR: By my direction the chief clerk communicated to you on Saturday an estimate of approximately 180,000 square feet of net office space required by this Department in a new building.

In amplification of that estimate I now make the following statement, more in detail, of the needs of the Department:

	Square feet.
Secretary's office, including office proper, private office, anteroom, private secretaries' offices, diplomatic reception room and anteroom, toilet and cloak rooms.....	8,000
Assistant Secretary's office	3,000
Second Assistant Secretary's office.....	3,000
Third Assistant Secretary's office.....	3,000
Office of the Solicitors	3,500
Chief clerk's office.....	2,000
Diplomatic Bureau	7,500
Consular Bureau	7,500
Bureau of Indexes and Archives	10,000
Bureau of Accounts.....	5,000
Storage and shipping of stationery (diplomatic and consular service).....	6,000
Bureau of Rolls and Library.....	12,000
Bureau of Appointments.....	3,500
Passport Bureau.....	2,000
Bureau of Trade Relations	2,000
Office of the translators.....	2,000
Law clerk's office.....	1,000
Mail room	2,000
Branch printing office and bindery	5,000
Telephone office.....	600
Carpenter's shop	1,500
Lithographer's shop.....	1,000
General storage	15,000
Suite for use of international commissions, congresses, etc.....	30,000
	<hr/>
	136,100
Allowance of one-third more for increased needs.....	45,367
	<hr/>
Total of net office space required.....	181,467

Of course the foregoing estimate, which has been called for very suddenly, is largely conjectural, but I do not think it is excessive. Indeed, I am strongly inclined

to think that it is an underestimate, when future needs are considered in the light of the rapid increase of the work of this Department and its complete outgrowth of the accommodations provided less than forty years ago.

Very truly, yours,
For the Secretary:

ROBERT BACON

HON. GEORGE PEABODY WETMORE,
United States Senate.

APPENDIX C.

DEPARTMENT OF STATE,
Washington, March 28, 1902.

SIR: I have the honor to acknowledge receipt of your letter of January 31, in which you request the Secretary of State to advise the Committee on Public Buildings and Grounds as to the necessity of additional accommodations for the Department of State in a building to be erected upon block 167, Washington, D. C., to be jointly occupied with offices of other Departments.

By direction of the Secretary of State I have caused a careful examination of the needs of this Department with respect to space accommodations to be made, with the following results:

The general offices of the Secretary of State and his assistants have long been felt to be entirely inadequate for the purpose for which they are intended. At present the Secretary of State occupies an office to which there is no anteroom, and in connection with which there is no provision for his private secretary or for private conferences. As a consequence of this deficiency of accommodations, it is impossible to carry on private or confidential conversations with Senators, Representatives, or other officers of the Government without the danger of constant interruption. The only provision for those who await an interview is the common corridor, where the awaiting visitor, whether lady or gentleman, must stand in full public view, surrounded by the messengers and others moving through the building.

A mere statement of the existing conditions would seem sufficient without further comment. It may, however, be proper to suggest that the proper conduct of the business of the Secretary's office requires, in addition to the main office room, a comfortable waiting room, a room for the private secretary, and a retiring room, to which the Secretary may withdraw in order to conduct a strictly private conversation and to communicate with his assistants. At present important departmental business may be obliged to await its opportunity between the calls of visitors.

What has just been said of the accommodations provided for the Secretary of State is true also of those provided for his three assistants, who, with the subdivision of the business of the Department, which is a necessary consequence of its growth, and in view of the necessity of receiving large numbers of callers, should be provided each with a waiting room, a retiring room, and a room for the private secretary, in addition to the principal office room. The most awkward situations have grown out of the conditions at present existing, and officers of the Government have been obliged to depart without communicating their private business because they could not communicate it without giving it publicity.

The Department contains no provision for the accommodation of international conferences or even small commissions, and it is exceedingly difficult to procure in Washington suitable rooms for such purposes. The following memorandum by the chief clerk regarding a recent endeavor to find suitable quarters for a small commission sufficiently illustrates the present limitations:

"Some days ago I was instructed to procure suitable office rooms for the arbitrators of the Salvador Commercial Company's claim against the Government of Salvador. That portion of the State, War, and Navy Department building allotted to this Department is now taxed to its utmost capacity, and the superintendent of the building informs me that he has at his disposal no unoccupied rooms; hence rooms for the purpose must be sought outside of the building.

"But the arbitrators will need space for only a few weeks, and no desirable rooms in any of the nicer office buildings can be taken for less than six months. The result will be that we shall have to be content with inferior rooms in a second-rate building, and even these will be hard to find.

"I respectfully suggest that provisions for suites of offices for international commissions and the like be made in the scheme now contemplated to provide adequate quarters for the Department of State."

What has been said above relates to the inadequacy of the plan upon which the present building is constructed. In addition to this, however, the great development of the War and Navy Departments has forced them to encroach from time to time upon the space originally designed for the Department of State until now this Department is constrained within limits not originally intended to be placed upon it.

In the meantime, however, this Department has also passed through a period of great expansion, the business having nearly doubled, as measured by the dimensions of the bound correspondence. The extreme compression under which all the bureaus of the Department are now suffering is made evident from the following statements of the chief clerk and the bureau chiefs:

I. STATEMENT OF THE CHIEF CLERK.

"In compliance with your request for my judgment as to the necessity for more space to meet the requirements of the business of the Department of State, I beg to say that the Department needs at least as much again space as it now has for convenient and economic performance of its work.

"The index bureau alone needs four times the space it now has, and this need will grow year by year. At this time there is no space whatever for the proper installation of a card-index system, one of the things most needed in the Department and for the good of the service.

"The Department has practically no space for the storage of its publications and for the suitable wrapping and mailing of the same.

"The bureau of rolls and library is so congested that work in that bureau is hindered and highly unsatisfactory both to the Department and to the public. In fact, this is true of every bureau in the Department. The attempt to avoid the necessity of renting buildings outside by crowding people and material together in the Department has resulted in a congestion that is bad for the public service, expensive, unhealthful for the employees, and in every sense unbusinesslike.

"I have had an order from the Secretary to rent a fireproof building outside for the purpose of relieving a part of this congestion, but up to this time I have been unable to find such an one conveniently located. A suitable building for the storage of such overflow as we have would cost in rental more than the Department is able to pay without an appropriation from Congress for that purpose. Yet something must be done. More space is absolutely necessary. The business of the Department has increased at least 80 per cent in the last ten years without any increase of space. It is no longer a theoretical question. It is a condition that confronts the Department which must be met by a new building or by renting buildings outside."

II. STATEMENT OF THE CHIEF OF THE DIPLOMATIC BUREAU.

"Speaking for the Diplomatic Bureau, I can say we are too crowded and should have at least one additional room for clerks, and a case room. In my own room, which is not much larger than a good-sized bedchamber, there are three employed besides myself. In view of the confidential character of much of the work that passes through his hands, for the secrecy of which he is responsible, and the number of business visitors who call upon him and who interfere with the work of the other clerks in the room, the Chief of the Diplomatic Bureau should have a room to himself.

"Block 167 is a large one, but I doubt the advisability of placing three Executive Departments in one building. It would be only a question of time when the history of the State, War, and Navy building would be repeated. At one time the State Department had the entire south wing of the present building. By degrees one whole floor and portions of two others have been taken from it."

III. STATEMENT OF THE CHIEF OF THE CONSULAR BUREAU.

"The Consular Bureau, as at present organized, occupies four rooms. To organize the Bureau so as to transact its business in a proper manner, in the proposed new building for this Department, I recommend the following:

"One room for the Chief of the Bureau.

"One smaller room for a waiting room.

"One room for library and maps.

"Three large rooms for the clerical force.

"One smaller room for the mail clerk, making seven rooms in all.

"The rooms should be well lighted, be provided with as much wall space and as many shelved closets as practicable, and each room, exclusive of the library, should have a lavatory.

"The waiting room is very necessary for the purpose of relieving the Chief of the Bureau from interruptions which materially interfere with the prompt discharge of his duties. Besides, many interviews with the Chief of the Bureau are confidential and should not be conducted in the presence of disinterested persons.

"The room to be used as library and map room and as a depository for manuscript reports, etc., is greatly needed, in order that all these books of reports may be brought together in one place where they can be more conveniently consulted.

"It is very desirable that the typewriters should occupy a room separate from persons employed in investigating and drafting correspondence, and with this in view, and allowing for the increase which must necessarily take place in the clerical force, an additional room for this force should be provided.

"If examinations of consular officers are to be conducted by the Bureau, it would be very desirable to have still another room for this purpose. It is hardly fair to the applicants or to the Government to have these examinations take place in the working rooms of the Bureau, where maps hang in full view, and where questions to which the examinations relate are apt to be discussed in the hearing of the person under examination by the clerks in the performance of their duties.

"Including the room for examinations, a total number of eight rooms appears to be necessary for this Bureau."

IV. STATEMENT OF THE CHIEF OF THE BUREAU OF INDEXES AND ARCHIVES.

"Until we have a new building with abundant space there can be no systematic businesslike arrangement of the archives of this Department and no satisfactory distribution of the clerical force.

"The rooms of this Bureau are at present scattered on three floors, which results in inconvenience, delays, and loss of time. Many of the clerks have to work in small alcoves with discomfort and loss of time, because they are interrupted when records are wanted from those alcoves, which is constantly the case.

"The archives are, of course, constantly increasing, and to shelve what we already have it became necessary to build cross cases in the rooms and erect other cases in the corridor, which causes much inconvenience and loss of time. These cases are all full now, and new space can be found only by occupying the walls of the corridor.

"A new building is absolutely necessary for the proper conduct of this Bureau, and without it there will continue to be many inconveniences, delays, and loss of much time; that is, of Government money."

V. STATEMENT OF THE CHIEF OF THE BUREAU OF ACCOUNTS.

"Speaking for the Bureau of Accounts, I can say that the rooms allotted its use are inadequate for properly conducting the business of the same. The passport division and stationery division, both connected with this Bureau, are very much crowded and also have not sufficient room for handling the business connected with each. The files of the passport division, which are complete from the inception of the department, and therefore valuable, take up considerable of the available space for filing purposes, and the question of room for future files is a question of concern.

"Coming to the Bureau proper, and that which its name implies, Bureau of Accounts, it is charged with the examination and preparation for settlement of the diplomatic and consular accounts, and all other accounts connected with the financial business of the Department and commission under its control, as well as the disbursement of the various appropriations under the control of the Secretary of State, also the trust funds of the Department, which are a large item. In disposing of the business that comes to this Bureau a large amount of detail work is required, and to those acquainted with the facts it is recognized that the Bureau has not sufficient room to handle the business at all times as promptly as might be desired. In addition to not having sufficient room for the clerical force of the Bureau, the question of storage space for the files is now one of much concern."

VI. STATEMENT OF THE CHIEF OF THE BUREAU OF ROLLS AND LIBRARY.

"There can be no question of the pressing necessity for additional accommodations—such a need has been uncomfortably realized for fifteen years or more.

"Many thousands of volumes belonging to the library and indispensable to the Department are permanently piled up in the cages in the corridor on this floor. The newspaper files which the Department felt constrained some years ago to retain as essential to the performance of its business from among many others sent then to the Library of Congress are kept in the cellar in a damp room, and many very valuable documents belonging to the Department and in the custody of this Bureau are similarly deposited, while the entire original records of the two Alabama Claims Commissions are stored in wooden cases in the mail room of the Department in the basement, where they surely do not belong, greatly to their danger and to the inconvenience of this office. Meanwhile space here in the offices of the Bureau proper is altogether inadequate to the safe and convenient care of its invaluable records—the treaties of the United States with other powers, the laws of the United States, proclamations and Executive orders of the Presidents, the Revolutionary archives, and countless records of international claims commissions, and the confusion becomes daily, of course, more discouraging. There is no more space for cases anywhere.

"If my opinion is required respecting the site, etc., of any new building proposed to meet the existing situation here, I think the building should be centrally located and easily accessible; but I do not believe that one building should be erected to accommodate 'the principal executive offices, the Department of State, and the Department of Justice,' but that each should be separately housed and this building be left for the accommodation of the two military departments."

VII. STATEMENT OF THE CHIEF OF THE BUREAU OF FOREIGN COMMERCE.

"So far as this Bureau is concerned, the need for additional space is confined at present to the room occupied by the storage and mailing department. This room has been badly crowded for sometime. Should the Bureau continue to be attached to the State Department, its growth will doubtless necessitate additional space for clerical force and library within a very few years."

VIII. STATEMENT OF THE CHIEF OF BUREAU OF APPOINTMENTS.

"I have the honor to say that there should be two additional rooms provided for the Bureau, one for the files and one for the chief. We at present occupy only one room, with the walls covered by cases 1½ feet deep, and containing three large desks, a table 10 feet long, a typewriter table, a press copying stand, a bookcase, a large case for the great seal, and a washstand. We are so crowded that there is barely room enough to pass between the desks, and we have three large cases of files in the adjoining room which contain papers that must be consulted from time to time. The convenience which would result from consolidating the files in one room is apparent, and the business confided to the chief of the Bureau is of such a confidential nature that it should not be subjected to the possibility of exposure to visitors, and he should be provided with a separate room."

The foregoing statements show clearly the great and pressing needs of this Department for additional accommodations.

With regard to the proposition for the Department of State to occupy a building to be erected upon block 167, Washington, D. C., jointly with the Chief Executive offices and the offices of the Department of Justice, it may be said that it is doubtful if the amount of space in question would be adequate for the accommodation of all the offices included in this proposition. While there would be great convenience in the juxtaposition of the offices of the Department of State with those of the Chief Executive, it is doubtful if the building could be so planned as to include the three Departments named without imposing limitations upon all which would be soon outgrown.

It is probable that two Departments would require all the space contained in such a building as could be erected on block 167. It should here be mentioned that ample provision should be made for the ever-increasing archives of this Department under the same roof with its general offices. The storage of the diplomatic correspondence in a hall of records, to be located at some distance from the Department, would greatly embarrass the business of the Department, it having constantly to refer to its files of correspondence, which must be close at hand and so arranged as to be immediately accessible. This last consideration is of great importance, as the archives will be always increasing in volume, and ample provision should be made for the future.

I have the honor to be, sir, your obedient servant,

DAVID J. HILL, *Acting Secretary.*

Senator CHARLES W. FAIRBANKS,
United States Senate, Washington, D. C.

DEPARTMENT OF JUSTICE,
Washington, D. C., February 4, 1902.

SIR: Your letter of the 31st ultimo asks me, on behalf of the Committee on Public Buildings and Grounds, for any information I may be able to give it "as to the necessity of additional accommodations for the Department of Justice, and as to the advisability of accommodating the Department in a building to be devoted to the Chief Executive offices, the Department of State, and the Department of Justice, the same to be erected upon block 167, Washington, D. C.," and I reply to the two points in the order given:

First. As to the necessity for additional accommodations. As to this, I think nothing more is required than has already been said, unless I say in addition to what was presented to Congress at the time the original bill for the erection of a new building was under consideration, that at the time temporary quarters were provided for the Department of Justice and its old building torn down, it was supposed that the erection of a new building would be begun within a reasonable period. Since then, however, it was found necessary to relieve the crowded condition of the temporary quarters by renting the building adjoining that occupied by the Department on K street NW., known as 1000 Vermont avenue, as well as a suite of rooms in the Bond Building. With these additions the quarters now occupied by the Department will probably be sufficient to accommodate it until the proposed new building can be erected.

Second. As to the advisability of accommodating the Department in a building to be occupied by the chief executive offices, the Department of State, and the Department of Justice, to be erected upon block 167, I say that it would greatly facilitate the transaction of public business to have the Department of Justice so close to the Executive offices and the Department of State, with both of which it has occasion to communicate frequently. The proposed site is as convenient of access to the Treasury, War, and Navy departments, with which the Department of Justice is also obliged to be in constant communication, as that in which the site of the former Department building is located on the east side of Lafayette Square. It seems evident, also, that it should be cheaper to erect one building of the proper character in which to house these three Departments than to build three buildings of the same character, though smaller, to accommodate them separately.

Respectfully,

P. C. KNOX, *Attorney-General.*

HON. CHARLES W. FAIRBANKS,
Chairman Committee on Public Buildings and Grounds, United States Senate

APPENDIX D.

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY,
Washington, March 18, 1906.

MY DEAR SIR: In the limited time at my disposal I have obtained approximate figures as to the probable size and cost of a building for the housing of this Department and its several bureaus and now submit them for consideration.

The gross floor space at present occupied by the Department entire comprises 328,284 square feet, exclusive of the Bureau of Standards, which is entirely omitted from this consideration. The Coast and Geodetic Survey and the Bureau of Fisheries at present occupy Government buildings. These two Bureaus occupy approximately 100,000 square feet of floor area, which would of course be available for the use of other Departments of the Government upon the erection of a Department building sufficiently large to permit their removal thereto. If considered advisable, these Bureaus might continue in their present quarters, although the full benefit and economy of administration would not be fully met in such an event.

The Bureau of the Census and the Bureau of Manufactures do not at present occupy all of the space in the Emery Building, as the force in the Bureau of the Census is now at its minimum, but during the taking of the Thirteenth Census, preparation for which will begin within the next two years, it will be necessary not only to occupy the equivalent of all the space available in the Emery building, but it is estimated that 125,000 square feet additional will be necessary.

With the exception of the Bureau of the Census, the quarters occupied by the Department are seriously overcrowded, and in several of the building the hallways are used for files, storage purposes, blueprinting, and even as quarters for clerks and other employees engaged upon desk work, while two Bureaus are using basement space by courtesy of landlords. The Department is without any room for the use of committees and boards which meet annually. Doors have been removed, portions of halls partitioned off, and old furniture has been replaced in some cases by new and more compact desks and cases in the endeavor to make present quarters meet requirements.

Estimate A shows the calculation upon which is based the size of a Department building sufficient for the accommodation of all of the bureaus with the exception of the Bureau of Standards, and large enough to permit of the increased work of the Thirteenth Census being performed without the necessity of renting additional quarters. After the completion of the Thirteenth Census the space thus vacated would afford a chance for the natural growth of the present bureaus of the Department. No consideration has been given in these estimates of the addition to this Department of new bureaus nor to extraordinary increase in the size of the present bureaus.

A very rough and hasty calculation has been obtained from the Office of the Supervising Architect as to the cost of a building giving the desired amount of floor space. (See Estimate B.) These figures are to be taken as only the roughest approximation.

I also inclose a table giving some comparative figures of the size and cost of a few representative private and public buildings in this city, with a column showing the size of each building as compared with the Department building as calculated in Estimate A. On this same sheet is given the approximate number of employees in the public buildings mentioned. There is also inclosed a rough sketch showing the approximate shape and area of squares Nos. 226 and 227, upon which a Department building of the size mentioned would occupy the entire space with the exception of a strip of parking of an average width of 12 feet around the entire building, the building itself being four stories and basement in height, and extending over the present location of E street which necessarily would be obliterated at this point.

* * * * *

Should it be considered advisable at the present time to erect a Government building for the housing of the renting bureaus of the Department only, instead of providing for the larger building before mentioned, the calculation given in Estimate C shows the size of building which would be necessary for that purpose, and also a rough calculation of the cost, figured upon the same basis as the larger building. This smaller building would accommodate the present bureaus occupying rented quarters, leaving the Coast and Geodetic Survey, the Bureau of Fisheries, and the Bureau of Standards in their present buildings and making no provision whatever for increased force in the Bureau of the Census nor for any increase beyond the expansion immediately and imperatively necessary at present. No allowance is made for even the natural growth of the Department during the erection of a building.

In other words, Estimate A shows what the Department should have for a proper concentration of its work and personnel during the next few years, while Estimate C shows the size of building needed at the present moment for the snug housing of those portions of the Department that are now paying rent.

The Department does not express any choice as to location of a building, but considers that the building properly should be located on the south side of Pennsylvania avenue at some point between the Treasury Building and the Botanical Gardens.

On page 54 of my last annual report I called attention to the necessity for providing a building large enough to accommodate the various bureaus and offices of the Department now occupying rented buildings, showing that the present quarters are distributed over a distance 1½ miles long east and west and about one-third of a mile north and south, for which the Department is now paying a rental of over \$53,000.

In my report I estimated that if the Department could be consolidated in one building at a rental of say \$100,000, not only would better administration ensue, but the saving in the cost of administration would be more than the increase in the amount of rental, and thus an actual saving would be made by the change. This would, of course, hold true in still larger measure in the case of the erection of a Government building for the Department.

Very truly, yours,
Hon. N. B. Scott, *United States Senate.*

V. H. METCALF, *Secretary.*

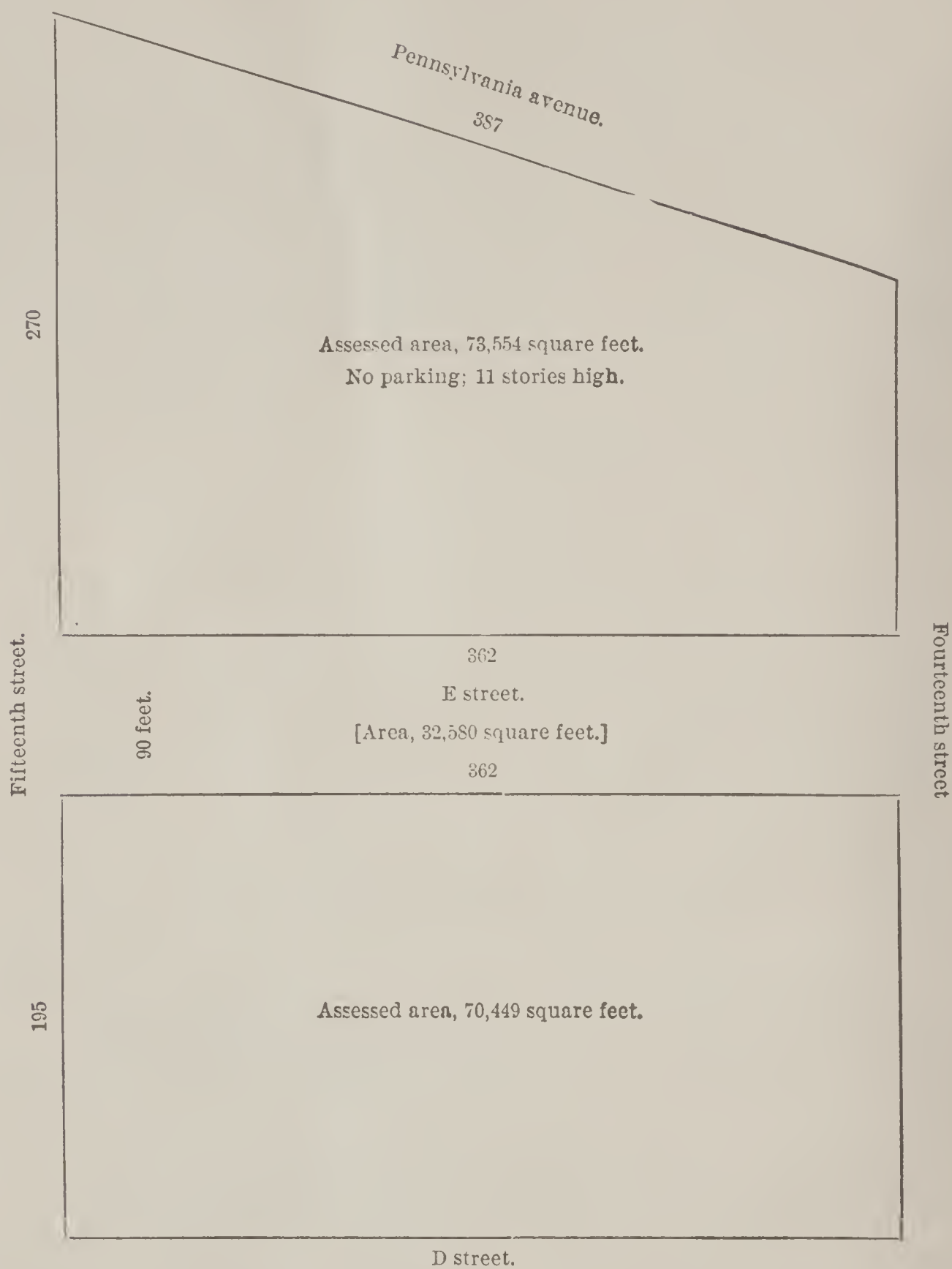
ESTIMATE A.—*Space occupied by Department at present.*

[Net size of buildings, exclusive of light shafts, areaways, sheds not inclosed, etc.]

Rented buildings:	Square feet.
Willard Building.....	42,300
Bureau of Labor	13,791
Bureau of Statistics.....	11,307
Builders' Exchange Building.....	19,820
Bureaus of Census and Manufactures	136,869
Storage, E street warehouse.....	4,000
	228,087
Government buildings:	
Bureau of Fisheries (exclusive of car shed and pools).....	22,839
Coast and Geodetic Survey.....	77,358
	100,197
Total now occupied.....	328,284
Increase absolutely needed to relieve present overcrowding and for two years' ordinary growth (50 per cent of present space). (This makes no allowance for new bureaus or for extraordinary growth of present bureaus).	164,142
Additional space necessary for increased force during taking of Thirteenth Census	125,000
Total floor space needed for actual use of Department two years from date, without allowance for new bureaus or exceptional increase in present bureaus, and excluding the Bureau of Standards and Department stables	617,426

44 BUILDINGS FOR THE DEPARTMENTS OF THE GOVERNMENT.

The following diagram shows the number of stories necessary to give this floor space in a building erected on the designated plats:



73,554	Using both squares and E street will permit a building five stories high, with strip of parking averaging about 12 feet wide around building. All figures except assessed area are approximate.
32,580	
70,449	
<hr/> 176,583	

ESTIMATE B.—*Rough estimate of cost.*

[By Supervising Architect's office.]

Building 450 by 350 feet, basement and four stories, 25 per cent interior light spaces:

If a steel-frame, commercial type of building, fireproof, stone and brick construction.....	\$4,000,000
If granite-faced modern type of Government building.....	6,500,000
If limestone instead of granite.....	6,000,000

These figures were given on the spur of the moment by a computer in the Supervising Architect's office, and are to be taken as the roughest approximations.

ESTIMATE C.—*Estimate of building to house renting bureaus only.*

Present space:	Square feet.
Willard building	42,300
Bureau of Labor	13,791
Bureau of Statistics.....	11,307
Builders' Exchange Building	19,820
Bureaus of Census and Manufactures	136,869
Storage, E street warehouse.....	4,000
Total rented space now occupied	228,087
Increase necessary to relieve present overcrowding, but making no allowance in growth of the Department (25 per cent increase on above exclusive of Bureaus of the Census and Manufactures)	22,805
Total floor space needed for present use of renting bureaus, excluding Bureau of Standards, Bureau of Fisheries, Coast and Geodetic Survey, and making no allowance for the growth of the Department..	250,892
Allowance for interior light shafts necessary in any large building, at least 25 per cent increase	62,723
Ground space of building needed (on basis of one floor)	313,615
Ground area covered by building four stories and basement high, 62,723.	
Or, for example, a building 300 by 210 feet, four stories and basement high.	

Rough estimate of cost (building 300 by 210 feet, basement and four stories, 25 per cent interior light spaces):	
If a steel frame, commercial type of building, fireproof, stone and brick construction.....	\$1,600,000
If granite-faced modern type of Government building.....	2,560,000
If limestone instead of granite.....	2,300,000

The different estimates of cost is for building only, and does not include cost of site.

Comparison of buildings.

	Cost.	Approximate size.	Number of stories.	Approximate square feet.	Ratio to Department buildings.
Walsh Building	\$180,000	85 x 55	7 and basement...	37,000	270
Bond Building	400,000	^a 150 x 115	.....do	111,800
Colorado Building.....	700,000	125 x 120	9.....	135,000	
Willard Hotel	2,000,000	^a 300 x 90 x 130	11 and basement..	300,000	
Post-Office Department.....	2,600,000	300 x 205	8½ and basement..	500,000	
Treasury Department	6,127,465	466 x 260	4, basement and attic.	666,380	64
State, War, and Navy	10,038,482	466 x 260	5, some attic.....	666,380	
House Office Building.....	^b 3,100,000	^a 476 x 470 N. J. B st.	3 and basement...	.....

^a Irregular shape. ^b Estimated.

Approximate square feet calculated for comparison by multiplying ground area by number of stories.

Officials and employees housed:

State, War, and Navy building (during Spanish-American war, 3,100) . . .	1, 925
Treasury Department building	2, 000
Post-Office Department (4½ floors)	900 to 1, 000

APPENDIX E.

Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906.

BUILDINGS RENTED BY THE STATE DEPARTMENT IN WASHINGTON.

Location of building.	For what purpose used.	Annual rental.
No. 1518 L street NW	Stables for State Department	\$720. 00
Rear No. 1523 K street NW	do	180. 00
Total		900. 00

BUILDINGS RENTED BY THE TREASURY DEPARTMENT IN WASHINGTON.

No. 1709 New York avenue NW	Photographic and other purposes	\$3, 000. 00
No. 400 Nineteenth street NW	Treasury stables and storage rooms	1, 200. 00
Third and fourth floors, and two sections on fifth floor, Nos. 920 and 922 E street NW.	Storage of documents and records	8, 000. 00
Third floor (and one room on fourth floor), Star Building, Eleventh street and Pennsylvania avenue NW.	Offices Life-Saving Service	3, 600. 00
Fifth and sixth floors, Union Building, G street, between Sixth and Seventh streets NW.	Offices Auditor for the Post-Office Department.	14, 500. 00
Total		30, 300. 00

ROOMS RENTED BY THE INTERSTATE COMMERCE COMMISSION IN WASHINGTON, D. C.

No. 1317 F street, American National Bank Building, fifth, sixth, seventh, eighth, and ninth floors, four rooms on the fourth floor, one room on the third floor, five rooms on the second floor; also the entire cellar (including heating, watchman, elevator, and water service, estimated as equal to \$4,600 per annum).	Interstate Commerce Commission	\$12, 960. 00
Basement of building, No. 1334 F street NW		1, 200. 00
Total		14, 160. 00

BUILDINGS RENTED BY THE WAR DEPARTMENT IN WASHINGTON.

No. 1729 New York avenue NW	War Department and Bureau Offices	\$7, 200. 00
No. 532 Seventeenth street NW	Depot Quartermaster's Office	2, 500. 00
No. 1744 G street NW	Ordnance and Signal Offices	2, 500. 00
No. 610 Seventeenth street NW	Military Secretary's Office	1, 500. 00
No. 1814 G street NW	Surgeon-General's Office	1, 000. 00
No. 1800 F street NW	Bureau of Insular Affairs	720. 00
No. 1712 G street NW	Military Secretary's Office	800. 00
Nos. 920 and 922 E street NW.; section A, fifth story, and a section of office on the first floor.	Bureau of Insular Affairs	2, 100. 00
Total		18, 320. 00

Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906—Continued.

BUILDING RENTED BY THE NAVY DEPARTMENT IN WASHINGTON.

Location of building.	For what purpose used.	Annual rental.
Mills Building, corner Pennsylvania avenue and Seventeenth street NW.	Annex for the purposes of the various bureaus, Hydrographic Office, Naval Dispensary, Navy Pay Office, Headquarters U. S. Marine Corps, General Board, Board of Inspection and Survey, and the Naval Examining and Retiring Board.	\$24,500.00

BUILDINGS RENTED BY THE DEPARTMENT OF THE INTERIOR IN WASHINGTON.

Building, northwest corner Eighth and E streets NW.	Civil Service Commission	\$4,500.00
Building, northeast corner Eighth and G streets NW.	Bureau of Education.....	4,000.00
Building, No. 1328 F street NW	Geological Survey.....	10,000.00
First and second floors of building in rear of Nos. 1310 and 1312 F street NW.	.....do	2,000.00
Building in rear of Nos. 1320 and 1322 F street NW.	.....do	3,200.00
Two upper floors of building in rear of sublots 29 and 34, square 254.	.....do	1,200.00
Basement of building No. 1328 F street NW ...	.....do	1,000
Building on right of lot 17, square 254.....	.....do	5,000
Five floors of new addition to Hooe Building .	.....do	6,000
Five floors above first floor, last addition to the Hooe Building.	.....do	5,000
Three upper floors of the Union Building, G street, between Sixth and Seventh streets NW.	Patent Office, for the storage of models	19,500
North half basement of the Union Building, G street, between Sixth and Seventh streets, NW.	Secretary's Office, for the storage of documents.	800
Citizens' National Bank, Fifteenth street NW .	United States Pension Agency	2,500
Total.....	.....	64,700

BUILDINGS RENTED BY THE POST-OFFICE DEPARTMENT IN THE DISTRICT OF COLUMBIA.

Union Building, G street, between Sixth and and Seventh streets NW.	Station G, city post-office	*†\$3,500.00
No. 1413 F street NW.....	Station C, city post-office	*2,000.00
Fourth and East Capitol streets.....	Station B, city post-office.....	*1,480.00
No. 716 Four-and-a-half street SW	Station D, city post-office.....	*850.00
No. 1413 Park street.....	Station F, city post-office.....	*\$1,380.00
Anacostia.....	Station H, city post-office.....	*\$300.00
Twenty-fourth street NE, between Cincinnati and Detroit streets.	Station K, city post-office	*\$200.00
Bunker Hill road and Ninth street NE (Brookland).	Brookland station, city post-office	*\$200.00
Carroll avenue and Blair road (Takoma Park).	Takoma Park station, city post-office	*\$240.00
Benning	Benning station, city post-office.....	*\$200.00
Nos. 611 and 613 E street NW	Division of post-office supplies	4,000.00
No. 710 E street NW	Part of division of post-office supplies, and rural free delivery.	7,000.00
Nos. 918-920 E street NW.....	Storage of files	††3,000.00
Nos. 479 and 481 C street NW	Mail-bag repair shop	*5,000.00
Alley, between Four-and-a-half and Sixth streets, C and Louisiana avenue.	Blacksmith shop for mail-bag repair shop	*96.00
Alley, between L and M, Sixteenth and Seventeenth streets NW.	Stable	300.00
Total.....	.....	29,746.00

* Paid out of appropriation for postal service.

† Including equipment and heat.

§ Including heating and lights.

†† Including heat, lights, elevator, and janitor service.

48 BUILDINGS FOR THE DEPARTMENTS OF THE GOVERNMENT.

Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906—Continued.

BUILDINGS UNDER RENTAL AND OCCUPIED BY THE DEPARTMENT OF AGRICULTURE IN THE DISTRICT OF COLUMBIA.

Location of building.	For what purpose used.	Annual rental.
No. 200-202 Fourteenth street SW	Bureau of Chemistry laboratories and offices.	\$2,500.00
No. 206 Fourteenth street SW	Bureau of Chemistry, storage rooms	300.00
No. 1362 B street SW	Bureau of Animal Industry, laboratories and offices.	1,800.00
No. 1358 B street SW	Bureau of Animal Industry, offices	600.00
No. 212-214 Thirteenth street SW	Bureau of Soils, laboratories and offices....	1,320.00
No. 208-210 Thirteenth street SW	Bureau of Soils, offices	2,600.00
Atlantic Building, No. 930 F street NW	Bureau of Forestry, offices	13,198.60
No. 913 E street NW	Bureau of Forestry, storage purposes.....	270.00
No. 1306 B street SW	Bureau of Plant Industry, Vegetable Pathological Investigations, laboratories and offices.	3,000.00
No. 231 Thirteenth street SW	Bureau of Plant Industry, offices.....	360.00
No. 1308 B street SW	Bureau of Plant Industry, offices.....	360.00
No. 224 Twelfth street SW	Botanical Investigations, laboratories and offices.	3,000.00
No. 207½ Thirteenth street SW	Pomological Investigations, offices	420.00
No. 205 Thirteenth street SW	do	360.00
No. 203 Thirteenth street SW	do	420.00
No. 207 Thirteenth street SW	do	420.00
No. 209 Thirteenth street SW	do	420.00
No. 1316 B street SW	Grass and Forage Plant Investigations, offices.	1,500.00
No. 215 Thirteenth street SW	Division of Publications, document rooms.	5,000.00
No. 904 B street SW	Bureau of Entomology, offices	720.00
Total.....		38,568.60

ROOMS RENTED BY DEPARTMENT OF COMMERCE AND LABOR IN WASHINGTON.

Willard Building, 513-515 Fourteenth street, NW.	Main building of Department.....	\$11,830.00
Emery Building, northwest corner of First and B streets, NW.	Bureau of the Census	22,080.00
National Safe Deposit Building, corner of New York avenue and Fifteenth street (in part).	Bureau of Labor	6,750.00
Builders' Exchange Building, 719-721 Thirteenth street, NW. (in part).	Light-House Board, Steamboat-Inspection Service, Bureau of Navigation.	7,600.00
Adams Building, 1333-1335 F street, NW. (in part).	Bureau of Statistics	4,039.80
1137-1139 Seventeenth street, NW.....	Stables	1,200.00
Total.....		53,499.80

BUILDINGS RENTED BY THE DEPARTMENT OF JUSTICE IN WASHINGTON.

No. 1000 Vermont avenue	For records, offices, and business of the Department.	\$6,500.00
Baltic Building, 1433 K street NW	do	10,000.00
No. 8 Jackson square	do	2,100.00
Bond Building, 14th and New York avenue, rooms 708 to 717, inclusive.	do	1,800.00
No. 1439 K street NW	do	2,400.00
No. 1411 H street NW	For the records, offices, and business of the Spanish Claims Commission.	3,000.00
Total.....		25,800.00

Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906—Continued.

BUILDINGS RENTED BY THE DISTRICT OF COLUMBIA.

Location of building.	For what purpose used.	Annual rental.
District Building	Executive and miscellaneous	\$9,000.00
Police station, Anacostia, D. C.	do	480.00
Stable for Health Department, 219-221 Jackson Hall alley.	do	360.00
Vault in premises Nos. 228-232 First street NW.	do	600.00
Police Department, No. 470 Louisiana avenue NW.	do	2,400.00
Harper Building, 467 C street NW., four rooms.	do	360.00
House of Detention	do	900.00
Premises in rear of 458 Louisiana avenue NW.	do	120.00
Premises in rear of 921 D street NW	do	240.00
Columbia building, Insurance Department, five rooms.	do	840.00
Temporary Home, ex-Union soldiers and sailors, No. 106 Third street NW.	do	600.00
No. 458 Louisiana avenue NW., two rooms	do	360.00
Wharf, foot of Third street SE	do	600.00
Property yard, lots 50 and 54, square 750.....	do	7.77
Room rear 419 Third street NW	do	48.00
No. 407 Fifteenth street NW. (temporary police court).	do	2,400.00
Part square east of square 510.....	do	120.00
Total for executive and miscellaneous ..		19,435.77
Business High School, Nos. 228-232 First street NW.	Public schools.....	2,625.00
Miner Building, Seventeenth and Madison streets NW.	do	2,500.00
Nos. 607 and 609 O street NW	do	912.00
Nos. 624 and 626 O street NW	do	1,450.00
Blair Annex, corner Eighth and I streets NE.	do	900.00
Peabody Annex, 646 Massachusetts avenue NE.	do	696.00
Repair shop, Nos. 11 and 13 D street NW.....	do	600.00
Premises Bunker Hill road, East Brookland ..	do	300.00
No. 730 Twenty-fourth street NW.....	do	720.00
Masonic Temple, Anacostia, D. C., 2 rooms....	do	440.00
No. 494 Maryland avenue SW., 2 rooms.....	do	360.00
No. 212 H street NW., second floor.....	do	840.00
No. 1120 Twentieth street NW	do	318.00
Garfield Hall, Garfield, D. C.....	do	165.00
No. 1017 Twelfth street NW., eleven months...	do	1,100.00
No. 3222 O street NW.....	do	360.00
No. 1303 H street NE., nine and one-half months, 1 room.	do	142.50
No. 1200 Twenty-ninth street NW., 5 rooms, nine and one-half months.	do	237.50
No. 1245 G street NE., eight and one-half months.	do	170.00
Premises corner Brightwood avenue and Flint street, 1 room.	do	300.00
Total for public schools.....		15,136.00
National Guard Armory, Center Market.....	Militia.....	8,000.00
Washington Light Infantry Armory.....	do	1,200.00
True Reformer's Building, basement and office rooms.	do	1,150.00
Rooms in the Evening Star building	do	2,100.00
Armory, 1406 D street NW	do	1,200.00
Rifle range, Hillsdale, D. C.....	do	550.00
Total for militia		14,200.00
Grand total of rent for the District of Columbia.		48,771.77

Statement of buildings rented within the District of Columbia for the use of the Government for the fiscal year ending June 30, 1906—Continued.

RECAPITULATION.

Department.	Amount.	Department.	Amount.
State Department.....	\$900.00	Department of Commerce and Labor ..	\$53,499.80
Treasury Department.....	30,300.00	Department of Justice.....	25,801.00
War Department.....	18,320.00	District of Columbia	48,771.77
Navy Department.....	24,500.00	Interstate Commerce Commission.....	14,160.00
Interior Department.....	64,700.00		
Post-Office Department	29,746.00	Total	349,266.17
Department of Agriculture	38,568.60		

APPENDIX F.

Cost of some of the principal sites and of buildings erected by the Government outside of Washington.

Building and location.	Cost.	Cost of site.
Post-office, custom-house, etc., Chicago, Ill.....	\$4,421,155.54	\$1,259,385.65
Custom-house and post-office, New Orleans, La	4,221,824.40	Ceded by city.
Post-office and subtreasury, Boston, Mass	5,081,976.70	\$1,329,097.63
Custom-house and post-office, St. Louis, Mo	5,686,851.68	368,882.65
Court-house and post-office, New York, N. Y	8,519,832.63	508,585.25
Custom-house and post-office, Cincinnati, Ohio.....	5,088,382.35	708,026.00
Post-office and court-house, Philadelphia, Pa	4,623,943.49	1,573,867.77

NOTE.—The new custom-house building at New York, N. Y., now in course of construction, is provided for by Congress at a limit of cost of \$4,500,000. The site in addition to this cost \$2,244,977.52.

Cost of the principal buildings, with their sites, erected by the Government in Washington

Building.	Cost.	Cost of site.
Capitol.....	\$17,071,849.41	(*)
Treasury Department.....	6,470,090.88	(*)
Congressional Library	6,347,000.00	\$585,000.00
Post-Office Department	2,585,835.00	651,215.00
State, War, and Navy Departments.....	10,038,482.00	(*)
Old Post-Office Department.....	1,669,659.23	(†)
Interior Department (Patent Office).....	2,458,019.60	(†)

* Government reservation. † No data available.

Government buildings under construction in Washington.

Building.	Limit of cost.	Cost of site.
House of Representatives office building	\$3,100,000	\$743,452.00
Senate office building.....	2,250,000	746,111.00
Municipal building, District of Columbia	2,000,000	550,000.00
National Museum.....	3,500,000	(*)
Department of Agriculture	1,500,000	(*)

* Government reservation.

